

CIVIL SERVICES IN INDIA

For PU Semester – III PUB MDC – 3- 301



VIBHA SHARMA

Civil Services in India

(*for* PU Semester – III PUB – MDC – 3 – 301)

By

Dr Vibha Sharma

BSc (H) Zoology, MA, MPhil & PhD in Public Administration

(© Copyrights reserved with the Author)

Dr. Vibha Sharma

BSc (H) Zoology, MA, MPhil & PhD in Public Administration

Associate Professor & Head (Retired)

Department of Public Administration (& Police Administration)

Mehr Chand Mahajan DAV College for Women

Chandigarh

First Published September 18, 2025

ISBN - 978-93-343-6593-1

Every effort has been made to avoid errors in this publication. Despite this, errors may have crept in. Any mistake, error or discrepancy noted may be brought to my notice, which shall be taken care of in the next editions. It is notified that the author will not be responsible for any damage or loss to anyone, of any kind, in any manner, therefrom. It is suggested that to avoid any doubt, the reader should cross-check with other authentic works on the subject.

vibhasharma9@gmail.com

Published by – Dr Vibha Sharma (Self-Published)

vibhasharma9@gmail.com

Index

S.No.	Chapter Number & Chapter Title	Page No.
1	1. <u>Civil Services: Meaning, Features, Significance and Changing Role of Civil Services</u> ● Definitions ● Features of Civil Services ● Significance of Civil Services in India ● Changing Role of the Civil Services ● Problems affecting the Civil Services ● Measures to overcome Challenges ● Important Terms ● Short and Long Questions ● MCQs for Competitive Examinations ● Suggested Readings	4-16
2	● <u>Constitutional Provisions with respect to Civil Services</u> ● Historical Background ● Constitutional Framework ● Significance of Constitutional Provisions for Civil Services in India ● Shortcomings ● Recent Developments ● Important Terms/Concepts/Information ● Short and Long Questions ● MCQs for Competitive Examinations ● Suggested Readings	17-25
3	● <u>Classification of Civil Services in India</u> ● Significance of Classification ● Essentials of the Classification System ● Classification Systems ● Classification of Civil Services in India ● Shortcomings in the Classification of Civil Services in India ● Measures to make the Classification System Effective ● Important Terms ● Short and Long Questions ● MCQs for Competitive Examinations ● Suggested Readings	26-38
4	4-A. <u>Union Public Service Commission (UPSC): Structure, Functions and Role</u> ● Origin ● Composition of UPSC ● Appointment, Terms and Conditions ● Removal and Suspension of Members ● Conditions of Service ● Prohibition to Hold Office ● Expenses of the Union Public Service Commission	39-50

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

	• Functions of the Union Public Service Commission • Organisational Structure & Functions • Role of the Union Public Service Commission • Independence of the UPSC • Criticism • Important Terms/Concepts/Information • Short and Long Questions • MCQs for Competitive Examinations • Suggested Readings	
5	4-B. State Public Service Commission (SPSC): Structure, Functions and Role • Origin • Origin of Punjab Public Service Commission • State Public Service Commission (SPSC) • Composition of SPSC • Appointment, Terms and Conditions • Removal and Suspension of Members • Conditions of Service • Prohibition to Hold Office • Expenses of the State Public Service Commission • Functions of the State Public Service Commission (SPSC) • Role of the State Public Service Commission (SPSC) • Independence of the SPSC • Critical Evaluation • Important Terms/Concepts/Information • Short and Long Questions • MCQs for Competitive Examinations • Suggested Readings	51-59
6	5. Recruitment to Civil Services: Pattern of Examination • Definitions • Types/Methods of Recruitment • Pattern of Examination • All India Services and Central Civil Services • State Civil Services – Example – Punjab Civil Services • Defects of the Recruitment System in India • Measures to Improve the Recruitment System • Important Terms/Concepts/Information • Short and Long Questions • MCQs for Competitive Examinations • Suggested Readings	60-76
7	6. Training of Civil Services in India • Definitions • Importance of Training • Types of Training • Methods of Training • Training of Civil Services in India	77-100

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

	• Shortcomings of the Training System in India • Measures to Make Training Effective • Important Terms/Concepts/Information • Short and Long Questions • MCQs for Competitive Examinations • Suggested Readings	
8	7. Code of Conduct and Discipline • Meaning of Code of Conduct • Significance of Code of Conduct • Committees on Code of Conduct • Civil Services Code of Conduct • Discipline • Causes of Disciplinary Proceedings • Form of Disciplinary Action • Disciplinary Proceedings • Appeals • Important Terms/Concepts/Information • Short and Long Questions • MCQs for Competitive Examinations • Suggested Readings	101-116
9	8. Promotion • Definitions • Importance of Promotion • Principles of Promotion • Promotion System in India • Recommendations of Pay Commissions and Administrative Reforms Commission • Shortcomings of the Promotion System in India • Important Terms/Concepts/Information • Short and Long Questions • MCQs for Competitive Examinations • Suggested Readings	117-131
10	9. Administrative Ethics • Ethics – Meaning and Definition • Administrative Ethics and Public Services • Ethical Issues in Public Services/Administration • Administrative Ethics • Institutional means to enforce Administrative Ethics in the Civil Services • Strategies to Inculcate Administrative Ethics • Challenges in Strengthening Administrative Ethics • Important Terms/Concepts/Information • Short and Long Questions • MCQs for Competitive Examinations • Suggested Readings	132-144

Unit – I

Chapter 1: Civil Services: Meaning, Features, Significance and Changing Role of Civil Services

Objective: The objective of this chapter is to make the students understand:

1. [Definitions](#)
2. [Features of Civil Services](#)
3. [Significance of Civil Services in India](#)
4. [Changing Role of the Civil Services](#)
5. [Problems affecting the Civil Services](#)
6. [Measures to overcome Challenges](#)
7. [Important Terms](#)
8. [Short and Long Questions](#)
9. [MCQs for Competitive Examinations](#)
10. [Suggested Readings](#)

Introduction

Modern welfare-oriented governments are not only responsible for maintaining law and order but also for promoting the development of various sectors of the economy. This has led to a significant expansion of the government's functions and responsibilities. The political leadership alone cannot handle the wide range of complex, technical tasks involved in governance. As a result, civil services play a crucial role, even in legislative functions that have become increasingly diverse and specialised.

Historically, during the era of monarchy, civil servants were considered part of the king's household and were treated as the monarch's personal attendants. However, in a democratic system, the civil service comprises officials employed in civil occupations who are selected and promoted based on merit or seniority.

Definitions

During British rule, the East India Company first coined the term *civil services* to refer to its non-military civilian employees in India. These employees were primarily responsible for maintaining law and order and collecting taxes. However, their role has significantly expanded to include developmental and welfare activities within the state. Following are some definitions of civil servants:

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

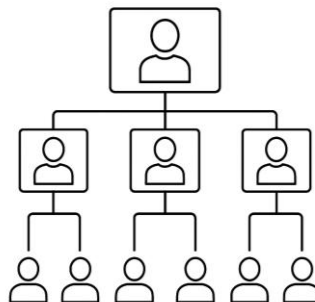
- **Herman Finer:** Civil Service is a professional body of officials, permanent, paid, and skilled.
- **Administrative Reforms Commission:** According to the First Administrative Reforms Commission's report on Personnel, society depends on personnel administration for its progress and well-being. For its efficient functioning, the government, whatever its type, democratic or otherwise, depends on its personnel. Ultimately, the government will be as good or as bad as the personnel make it.
- **Gladden:** Civil service is a body of neutral experts in the administration dedicated to serving the nation regardless of their own gains and without reference to a party, political terms or class interests.

It implies that the Civil Services are primarily a body of professional administrators as distinguished from politicians. The Civil service thus covers a large number of permanent officials required to run the machinery of the government.

Features of Civil Services

Herman Finer has defined civil services as a professional body of officials, permanent, paid and skilled. It denotes that it is chiefly a body of proficient administrators and bureaucrats rather than amateur legislators who formulate the state's policies. Following are the basic features of the civil services:

1. **Hierarchy:** The functions of civil services have expanded significantly with the growth of the modern welfare state. Civil servants perform their duties at various levels within the government and its affiliated organisations. The civil services are structured hierarchically, resulting in a scalar chain of command—i.e., a sequence of superior-subordinate relationships extending from the top to the bottom.



Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

In this hierarchical setup, each member occupies a clearly defined position with specific authority, responsibilities, salary, privileges, and a structured path for promotion. Consequently, a government office features a hierarchy of officials, and similar structures exist at different administrative levels. This creates a multi-layered system in which each layer represents a particular grade of authority. The structure resembles a pyramid—broad at the base and narrowing to a point at the top.

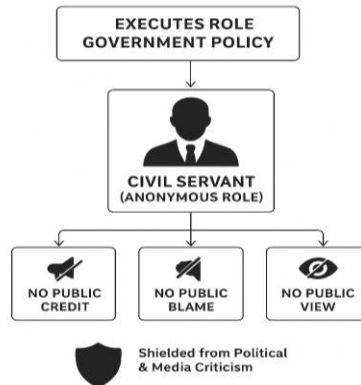
1. **Political Neutrality:** The civil services are meant to serve the government, not the political party in power. Civil servants are expected to maintain political neutrality. They must perform their duties impartially, without being influenced by the political ideology or agenda of the ruling party. Even their private political beliefs should not affect their professional conduct or the delivery of public services.



While civil servants have the right to vote as citizens, they are prohibited from actively campaigning for political parties or contesting elections. Their neutrality is essential to ensure fair, efficient, and unbiased administration.

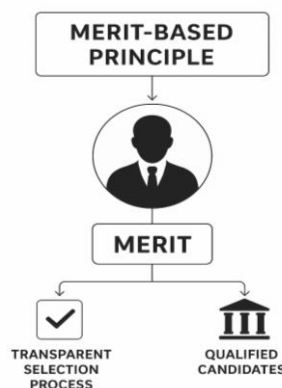
2. **Anonymity:** The civil services act as a vital instrument for implementing public policies formulated by the political leadership. Civil servants operate behind the scenes, under a *veil of anonymity*, executing their duties in the name of the government rather than their own. This principle of anonymity is closely associated with the principle of political neutrality.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India



Civil servants are required to maintain strict confidentiality and are not permitted to express their personal views publicly or seek individual recognition. This veil of anonymity protects them from undue criticism by the media and opposition parties. As a result, they neither receive public praise nor face direct blame for the success or failure of any policy.

3. **Merit-Based:** Recruitment to the civil services is based on merit, and the political executive has no role in the selection process. The recruitment of civil servants is carried out through a well-established system managed by specialised personnel agencies at various levels. In India, the Union Public Service Commission (UPSC) conducts recruitment for central services, while the State Public Service Commissions (SPSCs) conduct recruitment for state services.



A merit-based recruitment system helps prevent nepotism, favouritism, and corruption within the civil service. In addition to recruitment, these agencies are also responsible for other personnel matters such as promotions, transfers, and placements of civil servants.

4. **Impartiality:** Civil servants are expected to perform their duties fairly and equitably, without discrimination based on class, caste, religion, region,

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

gender, or political beliefs. Their actions must be guided solely by the rule of law and public interest.



5. **Generalist Bias:** The Indian higher civil services emphasise generalist administrators. Entry typically does not require specialised qualifications. Civil servants are trained to handle a wide range of administrative responsibilities and are transferred across departments, where they develop into versatile and capable administrators.
6. **Professional and Permanent:** Civil servants form a part of the career services. They are recruited through a structured system of examinations and interviews conducted by personnel agencies such as the Union Public Service Commission (UPSC) and the State Public Service Commissions (SPSCs). They enjoy permanent tenure, hold various positions across the government machinery, and are experts in administration. Importantly, they serve the government as an institution, not the political party in power. Therefore, a change in the ruling party does not impact their position or continuity in service.
7. **Public Accountability:** Though civil servants are not directly accountable to the public or the legislature, they are responsible to the ministers under whom they work. Ministers, being elected representatives, are answerable to the legislature and the people. In this way, civil servants are indirectly accountable for their performance through the political executive.
8. **Administrative Continuity:** Civil services ensure administrative stability and continuity in governance. While governments may change due to elections, civil servants provide a non-partisan and consistent administrative structure, ensuring ongoing development, service delivery, and law enforcement.
9. **Commitment to Public Welfare:** Civil services promote the public interest and welfare of all. Their professional conduct aims to improve

public service delivery, reduce corruption, and enhance citizens' well-being.



Significance of Civil Services in India

As contemporary governments perform a variety of roles, their significance has increased manifold. The significance of the civil services can be discussed under the following heads:

1. **Implementation of Policies, Programmes and Legislation:** Civil servants are responsible for implementing policies and programmes formulated by the government. They act as a bridge between the legislature and the citizens, implementing the laws formulated by the legislature.
2. **Permanence and Continuity:** Civil services provide the permanent steel framework. It provides continuity in administration despite the changes in the political leadership.
3. **Policy Initiation and Formulation:** Ministers seek advice from civil servants on policy formulation. They, being specialised in their respective fields, provide data-based insights. They also help with policy initiation by analysing available data and interactions with citizens.
4. **Nation-Building:** Civil services play a significant role in infrastructure development, poverty alleviation programmes, the provision of health and education facilities, rural and urban development, and other areas.
5. **Crisis and Disaster Management:** Civil servants play a leading role in managing natural and man-made disasters, epidemics, pandemics, and other emergencies.
6. **Efficiency and Effectiveness in Administration:** Civil service personnel bring efficiency and effectiveness to the administrative machinery of the government as they have the required technical qualifications and are trained to handle even specialised work. They also have a code of conduct to follow for ethical and moral administration.

7. **Public Service Delivery:** Civil service personnel play a key role in ensuring that all citizens have access to public services in health, education, law and order, welfare schemes, and other government-provided services.
8. **Enforcement of Regulatory Framework:** Civil service personnel help regulate sectors such as the environment, industry, taxation, and labour to ensure compliance with laws.
9. **Accountability and Transparency:** Civil service personnel ensure accountability and transparency in government operations.

Changing Role of the Civil Servants

In a Parliamentary form of government, the ultimate responsibility of running the government rests with the elected representatives of the people. The representatives are responsible to the Parliament/legislature and through the Parliament to the people of the country. The role of the civil services has changed with the changing times. Traditional and contemporary functions of the civil services include the following aspects:

- I. **Traditional Functions/Role:** The civil services perform the following conventional functions/role of the government:
 1. **Maintenance of Law and Order:** The most significant role of civil services is maintaining the law and order of a place/country. In India, the Indian Police Service and State Police Service are responsible for maintaining law and order. In the present times, due to the COVID-19 pandemic, the police personnel have done exemplary work during the lockdown. They have not only maintained law and order but also worked to help the people in various ways. The personnel are recruited and trained to perform their duties.
 2. **Revenue-related Functions:** Another traditional function of the government is the Collection of Revenue. Financial services, such as the Indian Revenue Service, are responsible for collecting and administering direct and indirect taxes in India. In addition, members of the Indian Audit and Accounts Service, under the Comptroller and Auditor General of India, are responsible for auditing the accounts of the Union and State Governments and other public organisations.
- II. **Changing Role:** Over time, the civil services have evolved and now perform both traditional and contemporary functions. The changing role of the civil services is as follows:
 1. **Role in Socio-Economic Development:** The civil service plays a crucial role in the nation's socio-economic growth. Their role is directed towards nation-building and economic growth, from planning

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

to implementing the government's developmental programmes through the relevant departments.

Examples: Some developmental programmes implemented by the civil services include: Pradhan Mantri Jan Dhan Yojana, Pradhan Mantri Mudra Yojana, Sansad Adarsh Gram Yojana and Pradhan Mantri Gram Sinchai Yojana.

2. **Role in Providing Welfare:** The present governments take pride in being known as welfare states and provide welfare services to various sections of society. The Indian government provides welfare services to the people through ministries such as the Ministry of Social Justice and Empowerment, the Department of Labour, and the Department of Women and Child Welfare. Civil servants hold various positions and help initiate and deliver welfare services to targeted groups within the general population.

Examples: Some welfare programmes run by the government through the civil services include: Ayushman Bharat Yojana, Midday Meal Scheme, Skill India Mission, Antyodaya Anna Yojana.

3. **Quasi-Legislative Role:** Due to the lack of specialisation in the political wing, civil servants, in addition to performing executive functions, also perform quasi-legislative functions. They advise governments on matters of legislation and fill in the details of bills passed by the legislature in skeletal form. As a result, they have acquired extensive legislative powers, thereby carrying out a wide range of technical governmental activities.
4. **Quasi-Judicial Role:** In the modern welfare state, as governments perform many functions, the chances of abuse and misuse of authority increase. As the courts are overburdened and approaching the courts is expensive, governments have established administrative tribunals with civil servants as members to address matters arising from the government's executive actions and to provide speedy justice to the people.

Examples of Tribunals include the Railway Rates Tribunal and the Income-tax Appellate Tribunal.

5. **Role in the Public Sector:** Modern welfare governments require substantial funds to provide developmental and welfare-oriented activities to the people, in addition to carrying out the traditional functions of government. They cannot raise this amount solely by levying or regulating taxes, so public sector enterprises are set up to provide mass-consumption goods and earn revenue to carry out their

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

multifarious activities. The civil service personnel posted in public enterprises play an indispensable role in establishing and running them.

6. **Role in Crisis and Disaster Management:** Civil services play a major role in providing relief and coordinating emergency responses to natural disasters, emergencies, epidemics, and pandemics.
7. **Role in Public Relations:** Another function of civil servants is to interpret government policies and present them to citizens in simpler terms to raise public awareness and understanding. Citizens can benefit from welfare programmes only if they are aware of these programmes and policies. The civil services perform this function through print, social, and electronic media.

Besides the above-stated functions, which are common to all the developing countries, we can also discuss the functions of the civil services under the following heads.

8. **Role in Policy Initiation:** Policy Initiation is the role of the political wing of the government. In developing countries, the political wing, i.e., the ministers, is advised by civil servants to perform this work. To initiate policies, they also gather people's views.
9. **Role in Policy Formulation:** Policy Formulation is the function of the government's political wing. Policy formulation is a specialised task requiring technical knowledge, so civil servants assist the political wing by providing specific policy details.
10. **Role in Policy Implementation:** Policy Implementation is the fundamental function of civil services. It has to carry out the policies laid down by the political executive and passed by the legislature. It implements policies across all fields, including law and order, welfare, and development.
11. **Role in Policy Analysis and Evaluation:** The civil services serve as policy analysts and evaluators. The civil servants analyse and evaluate various policies and suggest remedies if they need reform or change.
12. **Role in Administrative Adjudication:** The modern state performs many functions, and there is a risk of discrimination and abuse of authority at various stages of the process. The governments have established administrative Tribunals to provide justice to the people regarding their executive actions. The administrative and judicial members of the administrative tribunals provide a resolution of such matters.

Problems/Challenges affecting the Civil Services

The civil services undoubtedly play a significant role in a country's governance, but they face several challenges. Following are some problems/challenges faced by civil services:

1. **Political Interference:** There is political interference in almost all aspects – recruitment, transfers, placement and promotions. The civil servants, too, at times work for the benefit of the party in power. Too much political interference, especially at the state level, leads to inefficiency and corruption.
2. **Low Morale:** The morale of the civil services is low sometimes due to political interference, lack of incentives, insecurity of tenure, etc. Low morale leads to inefficiency in the services.
3. **Corruption:** There is widespread corruption in the civil services. Sometimes the political masters and the civil servants abuse their positions and are hand in glove in administrative corruption. Ultimately, it leads to inefficiency and breakdown in the services provided by the governmental agencies.
4. **Lack of Professionalism:** There is a general lack of professionalism and inefficiency within the civil service. This laid-back approach leads to red-tapism, inefficiency and ineffectiveness in the provision of even essential services and hampers the growth and development process.
5. **Lack of Skills:** The civil services are generalised in nature, hence a lack of specialised skills. When posted in departments requiring specific skills, their lack of specific skills or domain knowledge results in delays, inefficiency and ineffectiveness. In a highly technical world, periodic training for civil servants is required to keep their skills up to date.
6. **Lack of Co-ordination:** A general lack of co-ordination between government departments and levels leads to ineffectiveness. Each division or department treats its work as more important than the others, or even works at cross-purposes, thereby leading to a lack of coordination.
7. **Rigid Rules:** Even when civil servants want to introduce new ideas and ways of working, rules sometimes forbid them, leading to frustration. Rigid rules, impersonality or the fear of being prosecuted force them to conform to traditions rather than adopt innovative practices.
8. **Resistance to Change:** There is widespread resistance to change in the civil service. A preference for the traditional mode of working and a reluctance to adopt technological changes lead to inefficiency. It also leads to organisational conflict or strained relations between the employer and the employee.

Measures to Overcome Challenges

Some of the following measures can help in overcoming the challenges faced by the civil services and make them more effective and accountable:

1. **Curbing Bureaucratic Behaviour:** There is a dire need to curb the 'bureaucratic behaviour' of civil servants, as it leads to red-tapism, corruption, and indiscipline. Bureaucratic behaviour is characterised by undue rigidity and impersonality in decision-making, and an irrational division of work.
2. **Increasing Competitiveness:** The government can increase competitiveness in services by introducing lateral entry into the civil services, wherein civil servants already working will have to improve their performance to be promoted to higher positions. The government introduced the concept of lateral entry into the higher civil services in India in the year 2018.
3. **Training:** Providing periodic training to civil servants at various stages of their service will help hone their skills and enhance their knowledge. Pre-entry and post-entry training are imparted to the civil servants as per the training schedule. There is a need to introduce the concept of performance management, active planning through management techniques, monitoring techniques and Management Information systems in the training modules.
4. **Implementing the Code of Conduct:** Strictly enforcing the Code of Conduct in the civil service inculcates discipline within the service. Civil servants generally lack knowledge and understanding of the Code of Conduct and its implementation. Organisations or the training agencies must impart basic knowledge of the Code of Conduct and the disciplinary procedure to every employee after joining the civil services.
5. **Incentives:** Providing incentives to high performers will motivate civil servants to improve their performance. Higher performers may be given out-of-turn promotions, placed on decision-making bodies, or provided specialised skills training to undertake technical work. Special incentives can also help in motivating civil servants to improve their performance.
6. **E-Governance:** The effectiveness and efficiency of the government-to-government (G2G) and government-to-citizen (G2C) services can be improved by adopting more digital measures. Removal of intermediaries helps improve the services provided by the government. E-Governance has also led to speedy delivery of the services, bringing transparency and accountability.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

7. **Strengthening Grievance Redressal Mechanism:** Strengthening the public grievance redressal mechanism will ensure effective delivery of services. Government websites provide a grievance redressal mechanism, allowing people to submit grievances through these portals.
8. **Performance Appraisals:** Promotions of civil servants to higher positions must be based on their performance, measured objectively. For crucial positions, merit rather than seniority must be the criterion.
9. **Compulsory Retirement:** Underperforming and corrupt civil servants may be given mandatory retirement.

Conclusion

Civil Services are a neutral body of experts who are permanent, paid and skilled. They are the backbone of the government and help implement government policies and programmes. They implement policies and programmes and play an important role in policy formulation, analysis, and evaluation.

Important Terms/Terms/Information

1. **Definition by Herman Finer:** Civil Service is a professional body of officials, permanent, paid, and skilled.
2. **Hierarchy:** The functions of civil services have expanded significantly with the growth of the modern welfare state. Civil servants perform their duties at various levels within the government and its affiliated organisations. The civil services are structured hierarchically, resulting in a scalar chain of command—i.e., a sequence of superior-subordinate relationships extending from the top to the bottom.
3. **Political Neutrality:** The civil services are meant to serve the government, not the political party in power. Civil servants are expected to maintain political neutrality. They must perform their duties impartially, without being influenced by the political ideology or agenda of the ruling party. Even their private political beliefs should not affect their professional conduct or the delivery of public services.
4. **Anonymity:** The civil services act as a vital instrument for implementing public policies formulated by the political leadership. Civil servants operate behind the scenes, under a *veil of anonymity*, executing their duties in the name of the government rather than their own. This principle of anonymity is closely associated with the principle of political neutrality.

Short and Long Questions

Short Answer Type Questions

1. Write one definition of Civil Service.
2. Write three features of the Civil Service.
3. Write a note on the Role of the Civil Service.
4. Write three points on the changing role of the Civil Service.
5. Write three problems affecting the Civil Service.
6. Write three measures to overcome the Challenges affecting the Civil Service.

Long Question

1. Define Civil Services. Give its features and Significance.
2. Define Civil Services. Give its Features and Changing Role.

MCQs for Competitive Examinations:

<https://forms.gle/Tnu8VP7m8SMYbnGB8>

Suggested Readings

1. Sharma, Vibha. Public Personnel Administration – with Special reference to India, Jalandhar: New Academic Publishing Co, 2025
2. R.K. Sapru (1985). Civil Service Administration in India, Deep and Deep, New Delhi.
3. R.K. Arora (2006). Public Administration and Civil Services, Rajat Publication, New Delhi
4. S. L. Goel (2003). and Shalini Rajneesh. Public Personnel Administration. New Delhi: Deep and Deep.
5. M. P. Sharma, B. L. Sadana and Harpreet Kaur (2011). Public Administration in Theory and Practice. Allahabad: Kitab Mahal.
6. Relevant reading material from Egyankosh - <http://egyankosh.ac.in/>
7. Relevant reading material from e PG Pathshala - <https://epgp.inflibnet.ac.in/>

Unit- I

Chapter 2: Constitutional Provisions with respect to Civil Services

Objectives: The objectives of the chapter are to discuss:

1. [Historical Background](#)
2. [Constitutional Framework](#)
3. [Significance of Constitutional Provisions for Civil Services in India](#)
4. [Shortcomings](#)
5. [Recent Developments](#)
6. [Important Terms/Concepts/Information](#)
7. [Short and Long Questions](#)
8. [MCQs for Competitive Examinations](#)
9. [Suggested Readings.](#)

Introduction

The Constitution of India, adopted in 1950, established a parliamentary system of government in the country. In this structure, the civil service plays a critical role in implementing laws, policies, and development programmes. The framers of the Constitution foresaw the need for an impartial and merit-based public service system and, consequently, embedded several provisions throughout the Constitution.

The Civil Services, the impartial and merit-based instrument, form the backbone of the administrative machinery in India. They are instrumental in implementing the government's policies and programs, as vast responsibilities have been entrusted to the civil service, ranging from maintaining law and order and implementing welfare schemes to managing public assets and disaster management. So, it becomes imperative to have a strong constitutional framework that defines their structure, safeguards their rights, and ensures accountability. The framers of the Constitution of India thus incorporated several provisions to govern their functioning, appointments, and disciplinary mechanisms.

Historical Background

The Indian Civil Services have their roots in the colonial period. Under British rule, the Indian Civil Service (ICS) was a prestigious institution primarily responsible for traditional functions like maintaining law and order and collecting revenue.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

After Independence, the Constituent Assembly deliberated extensively on the imperative to retain a strong and unified administrative structure to support the nascent democracy. Sardar Vallabhbhai Patel, India's first Home Minister, emerged as a staunch advocate for a permanent, professional, and politically neutral civil service. He played a pivotal role in shaping the All-India Services, recognising their necessity for maintaining national unity, ensuring administrative continuity, and upholding the Constitution.

Patel firmly believed that civil servants must remain immune to political pressures and act with integrity, commitment, and Constitutional loyalty. In one of his most famous articulations, the 'Iron Man of India' described the civil services as the "Steel Frame of India", underscoring their indispensable role in holding the administrative machinery together.

“The civil services are the Steel Frame of India— the enduring pillars that hold together the machinery of governance. They must remain impartial, disciplined, and committed to the Constitution, immune to political pressures.”

— **Sardar Vallabhbhai Patel**

He saw them not merely as bureaucrats but as the enduring pillars upon which the wheel of governance turns—implementing laws, executing policies, and delivering public services across India's diverse and complex landscape. Their efficiency, discipline, and impartiality, he believed, would determine the success and stability of the Indian state.

Constitutional Framework

The Civil Services in India form the backbone of the country's administrative machinery. They are accorded a distinct constitutional status, reflecting their essential role in governance and nation-building. Articles 308 to 322 of the Constitution of India are devoted to the services under the Union and the states. These constitutional safeguards aim to ensure a neutral, efficient, and professional bureaucracy that operates under the democratic framework of accountability.

I. Part XIV Services under the Union and the States, Chapter I – Services: Constitutional provisions for the civil services are as follows:

1. **Article 308:** Article 308 applies the provisions of civil services to Union and State services, except Jammu & Kashmir (now integrated after the abrogation of 370). Civil Services refer to All India Services, Central Services, and State Services.
2. **Article 309 - Recruitment and Conditions of Service of Persons serving the Union or a State:** Article 309 empowers the Parliament or State Legislature to regulate the recruitment and service conditions of

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

persons serving the Union or States, respectively. It also allows framing of service rules, conduct rules, promotion criteria, etc.

In the absence of such legislation, the President or the Governor, as the case may be, may make rules for the same. This article ensures legislative control over civil services, but also permits executive rule-making as an interim measure.

3. **Article 310 - Tenure of office of Persons serving the Union or a State:** Article 310 provides that the civil servants hold office during the pleasure of the President or Governor, subject to Article 311. This concept, inherited from British constitutional law, implies that a civil servant can be dismissed at any time. However, this power is not absolute and is subject to the protections afforded under Article 311. The "doctrine of pleasure" is thus balanced by the rule of law and the principles of natural justice.
4. **Article 311 - Dismissal, removal or reduction in rank of persons employed in civil capacities under the Union or a State:** Article 311 states that a member of the civil service cannot be dismissed by an authority subordinate to the one by which he was appointed. There will be no dismissal, removal, or reduction in rank unless an inquiry is held, the person is informed of the charges, and they are given a fair hearing. This rule does not apply in the following cases:
 - a. If the person has been convicted of a criminal offence, and his conduct led to that conviction.
 - b. If the authority believes that it's not possible to conduct an inquiry, it must give written reasons for why the inquiry cannot be held.
 - c. If the President (for central services) or the Governor (for state services) thinks that holding an inquiry would harm the security of the State.
5. **Article 312 - All India Services (AIS):** Article 312 allows the Parliament to create new AIS (e.g. IAS, IPS, IFS) in the national interest if:
 - a. If the Rajya Sabha (Council of States) agrees with at least two-thirds of the members present and voting, it can recommend the creation of a new All-India Service in the national interest.
 - b. The Parliament can enact a law to create one or more All-India Services (such as the IAS, IPS, and even an All-India Judicial Service).

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

- c. This law can also govern recruitment and service conditions.

II. Part XIV Services under the Union and the States, Chapter II – Public Service Commissions: Provisions related to Public Service Commissions are as follows:

- 6. **Article 315 - Public Service Commissions for the Union and for the States:** This article provides for the establishment of Public Service Commissions (PSCs):
 - a. Union Public Service Commission (UPSC) for the Union.
 - b. State Public Service Commission (SPSC) for each state.
 - c. Joint Public Service Commission (JPSC) for two or more states.
- 7. **Article 316 – Appointment and Term of Office of Members:** The **Chairman and other members** of a PSC are appointed in the following manner:
 - a. **UPSC:** By the President of India.
 - b. **SPSC:** By the Governor of the respective State.
 - c. **Tenure:** **6 years** or until the age of **65 years** (UPSC) or **62 years** (SPSC), whichever is earlier.
 - d. Members can be removed under certain conditions (Article 317).
- 8. **Article 317 – Removal and Suspension of a Member:** A member can only be removed by the **President** (or Governor in case of SPSC) on the grounds of:
 - a. **Misbehaviour**, after a reference to the **Supreme Court**.
 - b. **Insolvency**, engagement in paid employment outside duties, or mental/physical unfitness.
 - c. The President may suspend the member during the inquiry.
- 9. **Article 318 – Power to Make Regulations:** According to this article, the President (or Governor) has the authority to:
 - a. Determine the number of members in a commission.
 - b. Set service conditions.
 - c. Decide staff structure and administrative matters.
- 10. **Article 319 – Prohibition on Further Employment:** After ceasing to hold office:
 - a. **The Chairman of UPSC** cannot hold any other government position under the Union or State Governments.
 - b. **The Chairman of SPSC** may be appointed to UPSC or JPSC.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

- c. **Members** of any commission can become Chairman of the same or another PSC, but not hold any other office under the government.
11. **Article 320 – Functions of Public Service Commissions:** PSCs are to be consulted on:
- a. Recruitment for civil services.
 - b. Principles of appointment, promotions, and transfers.
 - c. Suitability of candidates for promotions and appointments.
 - d. Disciplinary matters and legal claims.
 - e. The President or Governor can, however, make regulations to **exclude certain matters** from PSC consultation.
12. **Article 321 – Power to Extend Functions:** The Parliament or State Legislature may extend the functions of the PSCs to include services under local authorities or other public bodies.
13. **Article 322 – Expenses of Public Service Commissions:** The expenses of the UPSC/SPSC (including salaries and pensions of members and staff) are charged on the Consolidated Fund of India (or the State) and are not subject to vote in Parliament/State Legislature.
14. **Article 323 – Reports of Public Service Commissions:** PSCs must submit annual reports of their work to:
- a. **UPSC** → President of India
 - b. **SPSC** → Governor of the State
 - c. These reports are then laid before the Parliament or State Legislature along with a memorandum explaining any reasons for not accepting the recommendations.

Significance of Constitutional Provisions for Civil Services in India

The constitutional provisions related to civil services (Articles 308 to 323) are vital for maintaining an efficient, impartial, and stable administrative machinery in India. Here is a detailed explanation of their significance:

1. **Safeguards Independence and Neutrality:** Constitutional protections ensure that appointments, promotions, and dismissals are based on merit rather than political affiliation. They help in nurturing an unbiased and professional civil service that functions independently of political pressures.
2. **Encourages Rule of Law:** A civil service that is constitutionally bound functions within the framework of law and justice, thereby maintaining administrative fairness and protecting the citizens' rights.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

3. **Basis of Good Governance:** Civil services are an independent instrument to implement plans and policies. Constitutional protection guarantees continuity and stability of administration, irrespective of political instability or changes.
4. **Merit-based Recruitment through PSCs:** Recruitment to the civil services through public service commissions ensures a merit-based, transparent process that prevents nepotism and favouritism.
5. **Accountability through Annual Reports:** Public service commissions submit annual reports to ensure transparency and accountability. These reports are tabled and discussed in the Parliament or State Legislatures.
6. **Checks Against Arbitrary Dismissal:** Article 311 ensures that a civil servant cannot be dismissed arbitrarily or reduced in rank without a proper inquiry. This provision allows them to make fair and objective decisions without fear or favour.
7. **Uniformity in Administrative Structure:** Constitutional provisions help in maintaining uniform standards across the country.
8. **Effective Disaster Management and Development:** A constitutionally protected civil service can perform to the best of its ability during natural disasters, epidemics and pandemics. It also ensures the continuous implementation of welfare schemes, essential services, and programmes to develop various sectors.

Shortcomings

The shortcomings of the constitutional provisions are as follows:

1. All India Services vs State Autonomy: State governments feel that their autonomy is undermined by the All-India Services.
2. Political Interference: Despite the institutional safeguards, their servants face interference from the political wing, undermining independence and impartiality.
3. Public Service Commissions (PSCs): The advice given by the Public Service Commission under Article 320 is not binding, rendering it ineffective.
4. Job Security Leading to Complacency: Job security under Article 311 may foster inefficiency and a lack of accountability.
5. Delay in Disciplinary Actions: Due to lengthy disciplinary procedures, there are delays in assigning responsibilities, leading to an erosion of public trust.
6. Inadequate Provisions for Reforms: The constitutional provisions do not provide a framework for administrative reforms.

Recent Developments

Recent developments in civil services are as follows:

1. **Lateral Entry:** Lateral Entry was introduced by the Government of India in 2018 to enhance efficiency and effectiveness by inducting professionals from outside for a fixed period.
Lateral Entry: <https://upsc.gov.in/recruitment/lateral-recruitments>
2. **Digital Governance Tools:** Introduction of platforms like SPARROW (Smart Performance Appraisal Report Recording Online Window) for civil services.
SPARROW: <https://services.eoffice.gov.in/sparrow-page.php>
3. **Capacity Building through Mission Karmayogi:** Large-scale training initiatives have been rolled out under the Mission.
iGOT Karmayogi: <https://www.igotkarmayogi.gov.in/#/>
4. **Administrative Infrastructure Reform:** Kartavya Bhavan, the first building of the Common Central Secretariat (CCS) under the Central Vista project, endeavours to consolidate ministries into a modern, efficient complex to improve coordination and workplace efficiency.
5. **Infrastructure - CENTRAL VISTA PROJECT:**
<https://www.pib.gov.in/PressNoteDetails.aspx?id=154974&NoteId=154974&ModuleId=3>
6. **8th Central Pay Commission:** The 8th Central Pay Commission was approved in January 2025 to review and recommend reforms in salary, allowances, and pension structures for central civil and defence employees.

Information about the 8th Central Pay Commission:

<https://www.gconnect.in/8th-pay-commission/8th-central-pay-commission-confirmed-2025.html>

Conclusion

The constitutional provisions for civil services are the foundation of India's democratic governance. The provisions reflect the vision of a permanent, neutral, and professional bureaucracy working under a democratic system of governance. They ensure that the machinery of the state operates efficiently, fairly, and independently, thereby upholding the Constitution's vision and contributing to the nation's development and stability. While these provisions offer strong structural support, continuous reforms and vigilance are necessary to address evolving administrative needs and challenges.

Important Terms/Concepts/Information

1. **Sardar Vallabhbhai Patel:** “The civil services are the Steel Frame of India— the enduring pillars that hold together the machinery of governance. They must remain impartial, disciplined, and committed to the Constitution, immune to political pressures.”
2. **Article 309:** Article 309 deals with the Recruitment and Conditions of Service of Persons serving the Union or a State.
3. **Article 310:** Article 310 deals with the Tenure of office of Persons serving the Union or a State. Article 310 provides that the civil servants hold office during the pleasure of the President or Governor, subject to Article 311.
4. **Article 311:** Article 311 deals with the dismissal, removal or reduction in rank of persons employed in civil capacities under the Union or a State.
5. **Article 312:** Article 312 allows the Parliament to create new AIS (e.g. IAS, IPS, IFS) in the national interest. A new All-India Service can be created only through a resolution of the Rajya Sabha supported by not less than two-thirds of the members present and voting.

Short and Long Questions

Short Answer Type Questions

1. Which article of the Indian Constitution provides for setting up the Public Service Commissions?
2. Which article of the Indian Constitution provides for creating new All-India Services?
3. Give three shortcomings of the Constitutional provisions with respect to Civil Services in India.
4. Expenses of the Union Public Service Commission are charged to which account?
5. Give Sardar Patel's views on civil services.

Long Question

1. Discuss Constitutional Provisions with respect to Civil Services in India.
2. Examine the Constitutional Provisions with respect to Civil Services. Give their shortcomings.

MCQs for Competitive Examinations:

<https://forms.gle/8uoE8Q8EzhqKCxGb6>

Suggested Readings

1. Sharma, Vibha. Public Personnel Administration – with Special Reference to India, Jalandhar: New Academic Publishing Co, 2025
2. R.K. Saprú (1985). Civil Service Administration in India, Deep and Deep, New Delhi.
3. R.K. Arora (2006). Public Administration and Civil Services, Rajat Publication, New Delhi
4. S. L. Goel (2003). and Shalini Rajneesh. Public Personnel Administration. New Delhi: Deep and Deep.
5. M. P. Sharma, B. L. Sadana and Harpreet Kaur (2011). Public Administration in Theory and Practice. Allahabad: Kitab Mahal.
6. Constitution of India:
<https://cdnbbsr.s3waas.gov.in/s380537a945c7aaa788ccfcdf1b99b5d8f/uploads/2024/07/20240716890312078.pdf>
7. Relevant reading material from Egyankosh - <http://egyankosh.ac.in/>
8. Relevant reading material from e PG Pathshala - <https://epgp.inflibnet.ac.in/>

Unit- I

Chapter 3: Classification of Civil Services in India

Objectives: The objective of this chapter is to make the students understand:

1. [Significance of Classification](#)
2. [Essentials of the Classification System](#)
3. [Classification Systems](#)
4. [Classification of Civil Services in India](#)
5. [Shortcomings in the Classification of Civil Services in India](#)
6. [Measures to make the Classification System Effective](#)
7. [Important Terms](#)
8. [Short and Long Questions](#)
9. [MCQs for Competitive Examinations](#)
10. [Suggested Readings](#)

Introduction: Classification

Classification is the grouping of persons or things based on common characteristics. It means arranging, distributing, or grouping persons, things, or ideas based on similar or like qualities. Just as books in the library are classified so that readers can locate them smoothly, the civil services are also classified to ensure the effective utilisation of people at work. The civil services require scientific administration to provide career services to the people, with civil servants promoted to higher positions within the organisation. The classification system of personnel is the foundation for building a career system.

Significance of Classification

The civil services are career services in which civil servants join at lower levels and reach higher positions through promotion. Nowadays, governments perform many tasks, including maintaining law and order, collecting taxes, carrying out development activities, and providing welfare. So the number of public personnel is also huge. Handling such a large number of civil servants and managing their personnel aspects, such as placement, transfers, and promotions, is significant in the modern age. The significance of classification is as follows:

1. Uniformity: Classification of civil services helps ensure uniformity across services.
2. Job Description and Job Analysis: Classification helps analyse and describe different positions in the civil services.
3. Authority and Responsibility: Classification helps identify the duties and responsibilities of different positions within the services.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

4. Remuneration: Proper classification of civil services helps determine the wage/pay policies/scales for different positions in the civil services.
5. Recruitment and Placement: Identifying the duties and responsibilities of different positions through job analysis and job descriptions helps ensure proper recruitment and placement of personnel based on their qualifications and duties.
6. Promotes Merit: It promotes the criterion of merit for the recruitment and promotion of civil servants.
7. Controls Favouritism: Classification endeavours to control favouritism and political interference.

Essentials of the Classification System

According to Fred Talford, the following are the essentials of a classification system.

1. Collection of detailed information about the 'position' where it occurs in the organisational unit and its functions and procedures thereof.
2. Grouping of individual positions into a class.
3. A written definition or description for each class of positions. And the duties attached to the positions are to be included in the class.
4. A written statement of the minimum qualifications required of an individual to be able to perform the duties of the position successfully.
5. A title for each class of positions, with duties attached to the positions in the organisational unit in which they occur.
6. Allocation to the proper class of every position that is classified.
7. The lines of promotion.
8. The compensation schedule for each class specifies the minimum and maximum ranges of pay for employees.
9. Finally, the grouping of classes into services.

Classification Systems

Classification of personnel is done through two systems: Rank Classification and Position Classification. Following is a description of Rank Classification and Position Classification.

Rank Classification

The Rank Classification system is based on the official's rank and personal status rather than his position. This system is in vogue in India, Pakistan, Britain, France, Germany, Malaysia and Laos. In Rank Classification, the basis of classification is the rank and personal status of the official rather than the specific duties of the post he occupies. This system of classification is also known as the rank-in-man system. The personnel are classified in hierarchical order according to their rank. The employees are classified, not the job. Each employee is then placed in the precise class. In the Rank Classification system, the services are planned around the

incumbent. So, the civil servants are members of a broadly defined group or service. The employees get their salary and status as per their rank in service.

Position Classification

Position Classification is prevalent in Canada, Japan, the Philippines, Taiwan and the USA. It is also known as 'Duties Classification' and 'Rank-in-Job Classification'. Position Classification categorises positions into groups or classes based on their duties, responsibilities, and qualification requirements.

A 'Position' is classified according to the nature of the job rather than the person in the position and is the basic unit under the position classification system. A position indicates the duties and responsibilities assigned to an employee, their status, and salary. Several similar positions are put together to form a class.

According to Stahl, a 'Class' is a group of positions that are sufficiently similar in their duties, responsibilities, and levels of difficulty. All positions covered in a class have similar qualifications and pay scales.

A class specification identifies each class of positions. For example, it specifies the title of the class, the description of duties and responsibilities, the description of minimum qualifications, and the lines of promotion and scales of pay.

Classification of Civil Services in India

Introduction

Systematic classification of personnel helps in the proper management of human resources in organisations. *Dr H. Finer* says that the efficiency of the services depends upon the proper classification of the personnel. In a classification plan, the basic unit is a 'Position' defined as the work consisting of the duties and responsibilities of an employee. Similar positions are grouped into 'Class'. The classes are further grouped into broad occupational groups called 'Services'. This part of the chapter provides an insight into the history and classification of civil services in India.

History

The classification of civil services in India has undergone significant changes since the country became independent. A brief history of the classification of civil services in India is as follows:

I. Pre-Independent India

1. The Macaulay Committee established India's first modern civil service in 1854. It recommended a permanent civil service based on a merit-based system through competitive entry examination. The Report of the Committee made it clear that only the best and the brightest would do for the Indian Civil Service (ICS). After 1855, recruitment to the ICS was

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

based entirely on merit. It was an elite service open to Indians from 1922 onwards, and the Indian Civil Service Examination began to be held in India.

2. The *Aitchison Commission* (1886) attempted to systematise civil services in India. It is recommended that the two-tier civil service classification of the “covenanted and uncovenanted” system be replaced by a three-tier classification system, namely Imperial, Provincial and Subordinate. After the passing of the Government of India Act 1919, the Imperial Services were split into two classes – All India Services and Central Services. There were Provincial Services as well. From 1930 onwards, the classification of services was governed by the Civil Service Classification, Control and Appeal Rules, 1930, which divided services into four categories: Class I, Class II, Class III, and Subordinate.

II. Post-Independent India

Post-independence, classification of the services is governed by the Civil Services (Classification, Control and Appeal) Rules, 1930, as amended from time to time. After Independence, the different services are now designated as All-India Services, Central Services, and State Services.

1. **First Administrative Reforms Commission:** The First ARC Report on Personnel Administration (1969) emphasised the importance of proper personnel planning and cadre management. It is 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 raising the upper age limit for taking the civil services competitive examinations to 26 years. It recommended maintaining a three-tier structure: All India Services (AIS), Central Services, and State Services, with clear functional roles.
2. **Third Pay Commission (1970-73):** Recommended conversion of Classes I to IV to Groups A to D. It was adopted in 1974, marking a semantic and symbolic shift from the colonial terminology.
3. **Sixth Pay Commission (2006-08):** Recommended the Pay Band and Grade Pay system. Pursued to de-layer the bureaucracy and simplify pay scales. Recommended removal of Group D posts — merged into Group C Multi-Tasking Staff (MTS).
4. **Second Administrative Reforms Commission:** In its 10th report, Refurbishing of Personnel Administration – Scaling New Heights, the Commission observed that the civil services can be categorised into three broad groups, namely: All India Services, Central Civil Services and State Civil Services. It recommended reclassifying civil services by function, moving away from the Group A, B, C & D classification, and adopting a function-based framework comprising General Management Services,

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

Specialist, Technical Services, and Support Services. Advocated merging services with overlapping functions and creating unified service cadres in sectors like health and education. It also recommended the creation of the Unified State Civil Services and enabling lateral entry and inter-cadre mobility.

5. **Seventh Pay Commission (2014-2016):** The Seventh Pay Commission recommended replacing 'Grade Pay' with 'Pay Matrix'. Encouraged cadre review across all services, integration of General and Specialists Services and more inter-service parity. It also supported Lateral Entry at higher administrative levels.

Classification of Civil Services in India

The Civil Services at the Union and State levels can be classified in several different ways. Firstly, the civil services can be categorised into three broad groups – All India Services, Central Civil Services and State Civil Services. Secondly, the Union and State Services can be classified into A, B, and C categories based on their roles and responsibilities. Thirdly, these services can be classified as technical or non-technical. All-India Services have Group A services only; Central Civil Services and State Civil Services both have Group 'A', 'B', 'C' and 'D'. Group 'D' services have been merged with Group C services, now known as Multi-Tasking Services. Detailed information on the classification of the civil services in India is as follows:

Classification of Civil Services (Illustrative)			
Category	General Management Services	Specialised Services	Technical Services
All India Services: Group A	Indian Administrative Service	Indian Police Services	Indian Forest Service
Central Services: Group A		Indian Foreign Service, Indian Revenue Service, Indian Audit & Accounts Service	Railway Engineering Services, Indian Engineering Services (IES)

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

Classification of Civil Services (Illustrative)			
Category	General Management Services	Specialised Services	Technical Services
Central Services: Group B	Central Secretariat Service, Railway Board Secretariat Service, Delhi, Andaman and Nicobar Islands Civil Service	Central Public Works Department, Central Secretariat Clerical Service	Central Public Works Department, Geological Survey of India (GSI)
State Civil Service: Group A	Punjab Civil Service, Uttar Pradesh Provincial Civil Service	State Commercial Tax Service State Education Services	State Medical Service State Forest Service Punjab Engineering Services
State Civil Service: Group B	Block Development Officer Revenue Officer	State Education Service State Commercial Tax Service	Punjab Engineering Services (Group B) Punjab Scientific Services / Subordinate Labs
Central and State Civil Services: Multi-Tasking Services (MTS) (Group C and erstwhile Group D)	<i>Exists in all Functional and General Management Areas</i>		

Source: Adapted from: 10th report, Refurbishing of Personnel Administration – Scaling New Heights (2008) of the 2nd Administrative Reforms Commission

1. All India Services

All India Services serve both the Central/Union Government and the State Governments and are controlled by the Centre. In 1947, there were two All India Services – the Indian Administrative Service and the Indian Police Service. According to Article 312 of the Indian Constitution, the Council of States can create a new All India Service if not less than two-thirds of the members present and voting deem it essential in the national interest.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

Accordingly, the government of India set up three more services in 1963 – the Indian Forest Service, Indian Medical and Health Services and the Indian Service of Engineers. Only the Indian Forest Service came into being as the states refused to participate in the Indian Medical and Health Services and the Indian Service of Engineers. Presently, there are three All India Services: the Indian Administrative Service, the Indian Police Service, and the Indian Forest Service.

All India Services officers are at the disposal of both the Centre and the States. The Union Public Service Commission recruits these services on an all-India basis and then allocates them to state cadres. At present, there are 24 state cadres, including three joint cadres. The joint cadres are:

- i. Assam and Meghalaya;
- ii. Manipur and Tripura; and
- iii. Arunachal Pradesh, Goa, Mizoram and Union Territories.

The states govern their service conditions, but disciplinary action against them can be taken only by the President of India in consultation with the UPSC. They have standard qualifications and uniform scales of pay and possess an all-India character. They serve the Central Government on deputation and man the top positions at the state level.

Examples: All India Services – Indian Administrative Service, Indian Police Service and Indian Forest Service.

2. Central Civil Services

The Central Government recruits to the Central Civil Services, which are under its exclusive control. These services are functional and generally serve a single department. The civil services of the Central Government comprise established services known as the Central Civil Services and Civil Posts created outside the established services, which constitute the General Central Service. The services are classified into Group A, Group B, Group C, and Group D. There were 23 Central Civil Services Group A and 27 Central Civil Services Group B at the time of independence. As per the Central Civil Services (Classification, Control and Appeal) Rules, 1965, updated in 2018, there are 45 Central Civil Services Group A and 33 Central Civil Services Group B (Except for civilians in the Defence Forces). There are 5 Central Civil Services Group C (Except for civilians in the Defence Forces).

Group A and Group B services constitute the higher administrative and executive services. In comparison, Group C services include subordinate services like the Stenographers, Typists, and Assistants. Finally, Group D services, the lowest in the hierarchy, include peons, chowkidars, malis and cooks.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

The Fifth Central Pay Commission recommended a new classification in which all Central Civil posts were divided into six categories: Top Executives, Senior Executives, Executives, Supervisory Staff, Supporting Staff, and Auxiliary Staff. However, the recommendations of the Pay Commission were not accepted, and the existing classification into Groups “A”, “B”, “C” and “D” was retained.

Sixth Pay Commission (2006-08): Recommended the Pay Band and Grade Pay system. Pursued to de-layer the bureaucracy and simplify pay scales. Recommended removal of Group D posts — merged into Group C Multi-Tasking Staff (MTS).

Examples: Indian Revenue Service, Indian Foreign Service, Indian Railway Service, Indian Audit and Accounts Service.

3. State Civil Services

The State Civil Service serves states in India, in addition to the All India Services. The State Services function only under the State Governments. The State Civil Services administer those subjects which have been allocated to the States as per the Constitution. They implement State laws and also some Central laws. Their members are under the exclusive administrative control of the respective State Governments, and their duties are confined to the territories of the State, unless working on deputation.

These services are divided into Group ‘A’, ‘B’, ‘C’ and ‘D’ services. Group ‘A’ and ‘B’ are gazetted Civil Services, and Group ‘C’ and ‘D’ services are non-gazetted services. The State Services are divided into technical and non-technical services. The State Civil Services are broadly classified into the following three categories:

- a. Administrative Services, Judicial Services, and other Services such as Sales Tax Officers and Treasury Officers.
- b. Technical Services of the Engineers, Doctors and other Technical Services.
- c. Subordinate Services.

Examples: Punjab Civil Service, Haryana Civil Service, Punjab Civil Medical Service, Punjab Education Service.

Shortcomings in the Classification of Civil Services in India

The classification of civil services in India, originally based on colonial-era hierarchical structures, has been criticised for being outdated, rigid, and functionally misaligned. Committees such as the First and Second Administrative Reforms Commissions (ARCs), as well as various Pay Commissions, have pointed out several systemic shortcomings. Some shortcomings are as follows:

1. **Over-Fragmentation of Services:** The Second Administrative Reforms Commission (2nd ARC) and the 5th & 6th Pay Commissions highlighted the

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

excessive fragmentation of civil services into numerous cadres with overlapping functions. For example, several revenue-related services, such as the IRS (Income Tax), the IRS (Customs & GST), and the Central Excise Service, perform closely related roles but exist as separate cadres. This creates inefficiencies, duplication of work, and coordination challenges, leading to delays in decision-making and inter-service rivalry.

2. **Rigid Hierarchical Classification:** The existing classification system, based on the four-group hierarchy (A, B, C, D), was criticised by both the First and Second ARC as outdated and status-driven. This salary-based classification did not reflect the complexity, responsibility, or nature of the roles. This hinders flexibility, discourages innovation, and makes it difficult to adapt job roles to evolving governance needs.
3. **Lack of Functional Specialisation:** The 2nd ARC stated that civil servants, particularly generalists such as IAS officers, are often rotated through departments without regard to their domain knowledge or prior experience. For instance, an officer may move from urban development to health, then to education, without gaining deep sectoral expertise. This lack of functional specialisation undermines policy continuity, institutional memory, and effective delivery.
4. **Poor Integration of Generalist and Specialist Services:** Committees such as the Hota Committee and the Surinder Nath Committee identified a clear divide between generalist (e.g., IAS) and specialist services (e.g., engineers, scientists, economists). Specialists often do not receive equal recognition or opportunities for leadership roles in ministries or autonomous bodies, even when they possess more relevant qualifications. This results in demotivation and underutilization of expertise.
5. **Inadequate Lateral Entry and Inter-Cadre Mobility:** The civil services system, as currently structured, provides minimal scope for lateral entry from academia, the private sector, or NGOs, nor does it facilitate easy movement across services.
6. **Promotion Based on Seniority:** This classification typically relies on seniority and length of service rather than the complexity or strategic importance of the role. The 5th Pay Commission, among others, noted that promotions and pay upgrades occur mechanically, without regard to actual contribution, performance, or relevance to skill. This undermines motivation, rewards mediocrity, and fails to incentivise high performance or continuous skill development.
7. **Service Inequity and Elitism:** The classification system reinforces a hierarchical structure where All India Services (AIS) officers—especially those from the IAS and IPS—dominate top administrative roles in both central and state governments. Meanwhile, officers from State Services and Group B cadres, despite years of experience and service at the grassroots level, face limited opportunities for promotion and professional growth. The First ARC

and the Sarkaria Commission highlighted that this creates a sense of injustice and stagnation within lower services, ultimately affecting morale and service delivery.

Shortcomings include excessive fragmentation of services with overlapping roles, a rigid Group A/B/C structure that fails to reflect actual job functions, a lack of specialisation, limited integration between generalist and specialist cadres, discouragement of lateral entry, and heavy reliance on seniority for promotions.

Measures to make the Classification System Effective

To address the shortcomings given above, the commissions and committees have recommended a shift toward function-based classification, domain specialisation, greater mobility across services, performance-based promotions, and structural parity between cadres. Measures to improve the classification system are as follows:

1. Merging services performing similar or overlapping functions. For example, combine various revenue, audit, or engineering services into unified cadres. Adopt a domain-based classification — e.g., economic services, development services, regulatory services — to enable coordinated policy and staffing.
2. Replacing the traditional Group A/B/C system with a function and competency-based classification. For instance, classify civil servants as managerial, technical, or field-operational. This would ensure more flexibility, reduce status fixation, and align personnel with actual job content rather than legacy pay bands.
3. Introducing specialised tracks within civil services. Officers should be allowed to develop sectoral expertise (e.g., health, education, energy) through long-term assignments and tailored training. Incorporating career path planning balances generalist exposure with depth in one domain.
4. Creating parallel career paths for specialists with equal access to top administrative positions and, for example, allowing senior doctors, engineers, scientists, or economists to lead ministries or regulatory bodies in their respective fields. The system can be made more effective by enabling joint training, postings, and committees to support collaborative policymaking.
5. Institutionalising lateral entry from academia, the private sector, and NGOs at middle and senior levels, especially in policy, IT, health, and infrastructure. Also, enabling horizontal movement across services, e.g., from state to central roles, or between generalist and technical cadres.
6. Introducing a performance-linked career progression system. Using 360° feedback, objective Key Performance Indicators (KPIs), and outcome-based assessments (already piloted in Smart Performance Appraisal Report Recording Online Window (SPARROW) and Framework of Roles, Activities

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

and Competencies (FRAC) frameworks) to determine eligibility for promotion, training, or critical assignments.

7. Providing fast-track promotion channels for Group B and State Civil Services officers with exemplary performance records. Ensuring representation of state officers in policy roles and enabling merit-based empanelment for central deputation. Promotion of equal respect and visibility across services through common training modules and inter-service collaboration.
8. The 2nd ARC, drawing on international best practices (such as the UK's Nolan Committee), emphasised that such inward and inter-sectoral mobility is essential for bringing in new ideas, skills, and perspectives. The lack of such mobility results in insular bureaucracies that are resistant to innovation and disconnected from changing societal needs.

Implementing the recommendations of expert committees—such as adopting function- and competency-based classification, promoting specialisation, enabling lateral entry, and ensuring equitable career progression—can transform the civil service into a more agile, accountable, and performance-driven system.

Conclusion: This chapter discusses the classification of civil services in India. Towards the end, the chapter gives the shortcomings and recommendations by the Reforms Commissions and Pay Commissions.

Important Terms/Concepts/Information

1. **Rank Classification/Rank-in-Man:** The Rank Classification system is based on the official's rank and personal status, rather than the specific duties associated with their position.
2. This system is prevalent in countries like India, Pakistan, Britain, France, Germany, Malaysia, and Laos. Also known as the "Rank-in-Man" system, it focuses on classifying personnel by rank within the administrative hierarchy rather than by job.
3. **Position Classification/Rank-in-Job:** Position classification categorises positions into groups or classes based on their duties, responsibilities, and qualifications. Position Classification is prevalent in Canada, Japan, the Philippines, Taiwan and the USA. It is also known as 'Duties classification' and 'Rank-in-Job' classification.
4. **Classification of Civil Services in India:** The civil services in India have been classified into Services, Classes and Grades. There are three types of civil services – All India Services, Central Civil Services and State Civil Services. All-India Services have Group A services only; Central Civil Services and State Civil Services both have Group 'A', 'B', 'C' and 'D'.
5. **First Administrative Reforms Commission:** The First ARC Report on Personnel Administration (1969) emphasised the importance of proper personnel planning and cadre management. It is 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 raising the upper age limit for taking the civil services competitive examinations to 26 years. It recommended maintaining a three-tier structure: All India Services (AIS), Central Services, and State Services, with clear functional roles.
6. **Third Pay Commission (1970-73):** Recommended conversion of Classes I to IV to Groups A to D. It was adopted in 1974, marking a semantic and symbolic shift from the colonial terminology.
7. **Sixth Pay Commission (2006-08):** Recommended the Pay Band and Grade Pay system. Pursued to de-layer the bureaucracy and simplify pay scales. Recommended removal of Group D posts — merged into Group C Multi-Tasking Staff (MTS).
8. **Seventh Pay Commission (2014-2016):** The Seventh Pay Commission recommended replacing 'Grade Pay' with 'Pay Matrix'. Encouraged cadre review across all services, integration of General and Specialists Services and more inter-service parity. It also supported Lateral Entry at higher administrative levels.

Short and Long Questions

Short Answer Type Questions

1. Write a note on Classification.
2. Write a note on the Significance of Classification.
3. Write a note on the Essentials of the Classification System.
4. What do you understand by Rank Classification?
5. What do you understand by Position Classification?
6. Write a note on the Classification of Civil Services in India.
7. Write a note on All India Services.

Long Question

1. Discuss the Classification of Civil Services in India.

MCQs for Competitive Examinations:

<https://forms.gle/MX3g7Be3dWdZFQYv9>

Suggested Readings

1. Sharma, Vibha. Public Personnel Administration – with Special Reference to India, Jalandhar: New Academic Publishing Co, 2025
2. R.K. Saprú (1985). Civil Service Administration in India, Deep and Deep, New Delhi.
3. R.K. Arora (2006). Public Administration and Civil Services, Rajat Publication, New Delhi
4. S. L. Goel (2003). and Shalini Rajneesh. Public Personnel Administration. New Delhi: Deep and Deep.
5. M. P. Sharma, B. L. Sadana and Harpreet Kaur (2011). Public Administration in Theory and Practice. Allahabad: Kitab Mahal.
6. Relevant reading material from Egyankosh - <http://egyankosh.ac.in/>
7. Relevant reading material from e PG Pathshala - <https://epgp.inflibnet.ac.in/>

Unit- II

Chapter 4 A: Union Public Service Commission (UPSC): Structure, Functions and Role

Objective: The objective of this chapter is to make the students understand:

1. [Origin](#)
2. [Composition of UPSC](#)
3. [Appointment, Terms and Conditions](#)
4. [Removal and Suspension of Members](#)
5. [Conditions of Service](#)
6. [Prohibition to Hold Office](#)
7. [Expenses of the Union Public Service Commission](#)
8. [Functions of the Union Public Service Commission](#)
9. [Organisational Structure & Functions](#)
10. [Role of the Union Public Service Commission](#)
11. [Independence of the UPSC](#)
12. [Criticism](#)
13. [Important Terms/Concepts/Information](#)
14. [Short and Long Questions](#)
15. [MCQs for Competitive Examinations](#)
16. [Suggested Readings](#)

Introduction

The Recruitment system of the civil services needs to be impartial to ensure that people have faith in it. Therefore, it needs to have a body or Commission to undertake the recruitment process. Such a body/commission also needs to have Constitutional safeguards to ensure that it can function impartially. The Constitution of India provides for the establishment of a Public Service Commission to oversee personnel matters in the civil services. Both the Union Public Service Commission and the State Public Service Commission are Constitutional bodies responsible for recruiting personnel through competitive examinations and interviews, promoting, transferring, and framing recruitment rules, as well as dealing with disciplinary and other personnel matters of the civil services.

Origin

The Government of India Act 1919 first recommended establishing a Public Service Commission in India, but the decision was not taken. In 1924, the Royal Commission on the Superior Civil Services in India – the Lee Commission – also

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

recommended establishing a Statutory Public Service Commission without delay. Thus, the Public Service Commission, with a Chairman and four other members, was established for the first time on October 1, 1926. Sir Ross Barker was appointed as the first Chairman of the Commission.

The Government of India Act, 1935, advocated establishing the Public Service Commission at the Federal and Provincial levels, i.e., the Federal Public Service Commission at the Federal Level and Provincial Public Service Commissions for Provinces or groups of Provinces. On the 1st of April 1937, when the Government of India Act, 1935, came into effect, the Public Service Commission became the Federal Public Service Commission. Seven provincial Public Service Commissions were also set up in 1937. The Federal Public Service Commission continued to function after independence till 1950. The Provincial Public Service Commission set up at the provincial level (state level) was later renamed the State Public Service Commission.

After the Constitution of India came into effect on January 26, 1950, the Federal Public Service Commission was rechristened as the Union Public Service Commission. The Indian Constitution provided for three types of Public Service Commissions, namely, the Union Public Service Commission to cater to the requirements of the Union Government; State Public Service Commission for a state; and Joint Public Service Commission for two or more states.

Union Public Service Commission (UPSC)

The Union Public Service Commission is constituted under Articles 315-323, Part XIV, Chapter II of the Indian Constitution. It conducts examinations for making merit-based recruitment to Group A and Group B Services of the Government of India. Article 315 of the Constitution of India likewise provides for a Public Service Commission for each state. If two or more states agree, a Joint Public Service Commission can be established upon approval by the State Legislative Assembly and the State Legislative Council of the concerned states. The Parliament then, by law, provides for the setting up of a Joint Public Service Commission. On the request of the Governor of a State, and with the prior approval of the President, the Union Public Service Commission caters to the needs of a state.

Composition of UPSC

The Constitution does not specify a fixed number of UPSC members—it simply empowers the President of India to determine the Commission's strength. Under the UPSC (Members) Regulations, 1969, the Commission may have up to 10 members in addition to its Chairperson. Actual Strength (as of May 2025): According to recent data, the UPSC currently operates with 8 members, including the Chairperson

Appointment, Terms and Conditions

The Chairman and Members of the Union Public Service Commission (UPSC) are appointed by the President of India. As per Article 316, one-half of the members should be people who have held office under the government for at least ten years. A member of the UPSC holds office for six years or until the age of sixty-five years, whichever is earlier.

Removal and Suspension of Members

Article 317 deals with the suspension and removal of members of the UPSC:

- Subject to the provisions of clause (3) of Article 317, the Chairman or a member of a Public Service Commission can be removed from his office only by order of the President on the ground of misbehaviour. Such an order can be given only after the Supreme Court has conducted an inquiry under Article 145.
- The President may suspend the Chairman or a member of the Commission upon receiving a report from the Supreme Court of India.
- The Chairman or a member of a Public Service Commission may be removed by an order of the President for the following reasons:
 - i. They are adjudged an insolvent; or
 - ii. They engage during their term of office in any paid employment outside the duties of their office; or
 - iii. They are unfit to continue in office because of the infirmity of mind or body.

Conditions of Service

In the case of the Union Public Service Commission (UPSC) or a Joint Public Service Commission (JPSC), the President may make regulations to determine the number of members and staff of the Commission, as well as their conditions of service. However, the conditions of service cannot be varied to members' disadvantage after their appointment.

Prohibition to Hold Office

As per Article 319 of the Constitution of India, the following provisions are there regarding the prohibition on holding office if a member ceases to be a member (Union Public Service Commission):

1. The Chairman of the UPSC is ineligible for further employment under the Central or State governments.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

2. A Union Public Service Commission (UPSC) member can be appointed as the Chairman of the UPSC or as the Chairman of an SPSC. He cannot be employed by the Central or State governments.
3. The Chairman of an SPSC can be appointed as Chairman or a member of the Union Public Service Commission (UPSC). He can also be appointed as the Chairman of any other State Public Service Commission (SPSC). But he cannot be employed under the Central or State governments.
4. A member of an SPSC is eligible for appointment as the Chairman or a member of the UPSC. He can also be appointed as the Chairman of that or any other SPSC. However, he cannot be employed under the Central and State Governments.

Expenses of the Union Public Service Commission

Article 322 of the Indian Constitution states that the expenses of the Union Public Service Commission, including the salaries, allowances and pensions due to the members and staff of the Commission, are charged on the Consolidated Fund of India.

Functions of the Union Public Service Commission

Functions of the UPSC are provided for in Article 320 of the Constitution of India. Following is a brief review of the same:

1. To conduct examinations for appointments to the All India Services and Central Civil Services Group A & B.
2. To assist States on their request in framing and operating schemes of joint recruitment for any services where candidates possessing special qualifications are required.
3. The government consults the UPSC on:
 - a. Matters relating to procedures of recruitment to civil services and civil posts.
 - b. The principles to be followed for:
 - i. Appointing people to civil services and posts.
 - ii. Promoting and transferring personnel from one service to another; and
 - iii. Determining the suitability of candidates for such appointments, promotions or transfers.
 - c. All disciplinary matters affecting persons serving under the Government of India/State in a civil capacity, including petitions relating to such matters.
 - d. A claim of costs incurred by a civil servant in defending legal proceedings instituted against him during the performance of his duties.
 - e. A claim for the award of a pension by a person in respect of injuries sustained by him while serving and the amount of any such award.
 - f. A matter which is referred to the UPSC by the President for advice.

Organisational Structure & Functions

The UPSC has a Secretariat headed by a Secretary, assisted by four Additional Secretaries. Besides the Secretary and Additional Secretaries, there are Joint Secretaries and other functionaries who are in charge of various divisions in the Secretariat.

Divisions: The UPSC has the following divisions (Union Public Service Commission):

1. Administration
2. All India Services
3. Appointments
4. Examinations
5. General
6. Recruitment
7. Recruitment Rules
8. Services I
9. Services II

Functions: The functions of various divisions of the UPSC are as follows:

1. Administration: The main functions of this branch are to deal with matters related to:

- i. The creation of posts, framing and amendment of Recruitment Rules for all the Executive Cadre posts.
- ii. The personnel matters of the Chairman, Members, and other officers/staff of the UPSC Secretariat.
- iii. The preparation of the annual budget, paying bills, and addressing audit issues.
- iv. Co-ordination, compilation and disposal of all the applications received under the RTI Act, 2005.
- v. The recording and Maintenance of Annual Performance Appraisal Reports of the staff of the Secretariat.
- vi. The allocation of subjects amongst different Branches; modernisation of office; monitoring of public grievances; and prevention of sexual harassment of women at workplaces.

2. All India Services: The All India Service Branch is primarily concerned with the promotions to the three All India Services - Indian Administrative Service, Indian Police Service and Indian Forest Service. The main functions of this branch are as follows:

- i. Promotions of State Civil Service officers to the IAS, IPS and IFS.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

- ii. Selection of Civil Service officers (Non-State) for appointment to the IAS under the IAS (Appointment by Selection) Regulations, 1997.
 - iii. Court Cases related to AIS promotions/ selections.
 - iv. Policy matters relating to AIS and amendments in the Promotion Regulations.
 - v. The Commission is consulted while appointing State Service officers to the AIS Cadre posts if such an appointment is made for a period exceeding six months.
3. **Appointments:** As per the Constitutional provisions, work related to promotions/deputations/absorption to various Civil Services and posts of the Central Government and the Union Territories is undertaken by the UPSC.
4. **Examinations:** This branch conducts various direct and departmental examinations and performs all examination-related activities.
5. **General:** This division looks after the general administration of the UPSC and performs several functions, including:
- i. Security of the office and inspection.
 - ii. Housing for the Chairman and members.
 - iii. Procurement of office equipment and other stationery.
 - iv. Posting and transfer of Group D staff.
 - v. Printing of the Annual Report of the UPSC; and
 - vi. Hosting of the UPSC Website.
6. **Recruitment:** Recruitment by selection is made by either of the following two methods:
- (i) By Interview only
 - (ii) By Recruitment Test (RT) followed by Interview:
- Most of the recruitment is handled by the Recruitment Branch through interviews only. A recruitment test is conducted when the number of posts is 15 or more, and the number of applicants is also high. It is also conducted when there is a need to assess a candidate's skill or proficiency.
7. **Recruitment Rules:** This branch frames and amends the Recruitment and Service Rules for Group A and Group B posts under the Government of India and other autonomous organisations.
8. **Services I:** This division handles disciplinary cases involving the imposition of penalties. Article 320 (3)c states that the UPSC should be consulted on all disciplinary matters affecting an individual serving the Government of India or a State in a civil capacity. It also deals with cases

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

concerning officers of the All India Services under the All India Services (Discipline and Appeal) Rules, 1969.

9. **Services II:** This division deals with matters related to seniority, extraordinary pension, reimbursement of legal fees, and annual reports of the UPSC & SPSC.

Role of the Union Public Service Commission

The Union Public Service Commission has the following role:

1. **Recruitment to All-India and Central Services:** UPSC conducts examinations for recruitment to the Civil Services (IAS, IPS, IFS, etc.), Engineering Services, Combined Defence Services, and others.
2. **Advisory Role to the Government:** UPSC advises the President and Governors on matters related to:
 - i Methods of Recruitment and laying down principles for recruitment to civil services.
 - ii Appointments, Promotions, Transfers: Deciding the suitability of officers for promotion and transfers.
 - iii Disciplinary Matters: Handling cases of misconduct, penalties, or appeals of government servants.
 - iv Service Rules Framing/Amendment: Advising on the formulation and amendment of rules for civil services.
 - v Compensation: Advising on claims for costs or damages in service matters.
3. **Conduct of Examinations:** UPSC conducts written tests, interviews, and other competitive examinations to ensure a fair, impartial, and merit-based selection system.
4. **Safeguarding Meritocracy:** UPSC acts as a constitutional watchdog against political influence, nepotism, or corruption in recruitment and maintains the independence of the civil services system.
5. **Annual Report to the President:** UPSC submits an Annual Report to the President of India on its functioning, and the President places this report before Parliament, along with the government's responses.
6. **Quasi-Judicial Functions:** The UPSC adjudicates disciplinary cases against civil servants and ensures that natural justice is observed in service matters.
7. **Advisory in State Services:** The UPSC assists in recruitment for State services at their request, in framing and operating joint recruitment schemes for any services where candidates possessing special qualifications are required.

Independence of the UPSC

The independence of the UPSC is safeguarded through multiple constitutional and procedural provisions to ensure autonomy, impartiality, and protection from executive influence. These safeguards include:

1. **Appointment Based on Constitutional Criteria:** The qualifications and mode of appointment of the UPSC Chairman and Members are clearly defined in the Constitution, ensuring transparency and merit-based selection.
2. **Security of Tenure and Removal Procedure:** The Chairman and Members of the UPSC can be removed only by the President of India, and only based on a report from the Supreme Court following an inquiry into proven misbehaviour or incapacity. This ensures judicial oversight and protects against arbitrary dismissal.
3. **Financial Independence:** The salaries, allowances, and pensions of the Chairman and Members of the UPSC are charged on the Consolidated Fund of India, meaning they are not subject to parliamentary vote. These financial terms cannot be varied to their disadvantage during their tenure, except by constitutional amendment or specific legislation.
4. **Ineligibility for Further Employment (Chairman - UPSC):** The Chairman of the UPSC is not eligible for any further employment under the Government of India or any State Government after demitting office. This provision ensures the neutrality and independence of the officeholder. The Chairman of the Union Public Service Commission (UPSC) is ineligible for further employment either under the Government of India or a State.
5. **Restrictions on Employment (Chairman - SPSC):** The Chairman of a State Public Service Commission (SPSC) is eligible for appointment as the Chairman or Member of the UPSC or as the Chairman of another SPSC, but not for any other employment under the Union or any State Government.
6. **Restrictions on Employment (Member-UPSC):** A Member of the Union Public Service Commission (UPSC) can be appointed as the Chairman of the Union Public Service Commission (UPSC). He can also be appointed as the Chairman of a State Public Service Commission (SPSC). But they are not eligible for any other employment either under the Government of India or under the Government of a State.
7. **Restrictions on Employment (Member-SPSC):** A member of a State Public Service Commission can be appointed as the Chairman or a member of the Union Public Service Commission. He can also be appointed as the Chairman of that or any other State Public Service Commission. But he cannot take up any other employment either under the Government of India or a State.
8. **Annual Report and Accountability:** The UPSC is required to submit an annual report to the President of India, detailing its activities and recommendations. The government must lay this report before Parliament,

along with reasons for any non-acceptance of the Commission's advice. This promotes transparency and accountability.

9. **Independent Secretariat:** The UPSC functions through its secretariat, separate from the government, ensuring administrative autonomy and operational efficiency.

The appointment process, financial independence, and tenure safeguards together ensure that the Commission remains free from political pressures and executive dominance, allowing it to function fairly, efficiently, and independently.

Criticism

While the Union Public Service Commission (UPSC) is a constitutionally mandated autonomous body tasked with ensuring impartial and merit-based recruitment to the civil services, its functioning has attracted criticism on several fronts:



1. **Bureaucratisation of the Commission:** Although the UPSC is meant to operate independently, it has gradually begun to function as an extended arm of the government. This has led to bureaucratic inefficiencies, including red-tapism, rigidity, corruption, and a lack of innovation, which undermine the Commission's credibility and effectiveness.
2. **Lack of Mandatory Consultation:** The government often bypasses the UPSC by keeping certain key posts outside its purview. This selective approach to consultation weakens the Commission's role and dilutes its oversight of transparency and fairness in recruitment.
3. **Delay in Processes:** The UPSC has been frequently criticised for significant delays in conducting recruitment examinations, interviews, and promotions.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

Such delays can cause career stagnation, financial loss, and emotional distress for affected candidates, who may have to endure prolonged, unnecessary bureaucratic procedures to claim their rightful positions.

4. **Compromised Quality of Appointments:** Due to political interference and a lack of transparency in the appointment process, the quality of individuals selected as Commission members has sometimes been questioned. Instead of choosing eminent and experienced professionals, appointments are occasionally made on non-meritorious or political grounds, leading to ineffective leadership and substandard decision-making.
5. **Misuse of Temporary Appointments:** The government occasionally makes temporary appointments to key positions without consulting the UPSC and continues them for extended periods. These individuals are often later regularised without following proper procedures, thereby compromising merit and fairness in recruitment.
6. **Political Interference in Functioning:** Although the UPSC is expected to be free from political control, there are increasing instances of political interference in its functioning and member appointments. Such interference can seriously erode the autonomy and impartiality of this constitutional body, affecting its overall integrity.
7. **Limited Scope of Advisory Role:** Although the UPSC is constitutionally empowered to advise the government on recruitment and personnel matters, its recommendations are not binding. The government may accept or reject them without explanation, which reduces the Commission's authority and impact.
8. **Inadequate Focus on Contemporary Skills:** UPSC examinations still rely heavily on traditional academic knowledge. There is insufficient emphasis on practical administrative skills, digital literacy, behavioural competence, and modern governance tools, which are essential for 21st-century civil service.
9. **No Formal Review or Audit of Selection Outcomes:** There is no mechanism for systematic review or audit of selection quality over time. The absence of performance tracking of selected officers prevents learning and improvement in the recruitment criteria or process.

Conclusion

The Union Public Service Commission is an important Constitutional body that assists the Union Government in handling personnel matters, such as recruitment through examinations and interviews, promotions, inquiries, and disciplinary matters. There are constitutional measures to ensure the independence of the UPSC. Political interference in the UPSC significantly hampers its functioning.

Important Terms/Concepts/Information

1. **Union Public Service Commission:** The Union Public Service Commission is constituted under Articles 315-323, Part XIV, Chapter II of the Indian Constitution.
2. **Expenses of the Union Public Service Commission:** Article 322 of the Indian Constitution states that the expenses of the Union Public Service Commission, including the salaries, allowances and pensions due to the members and staff of the Commission, are charged on the Consolidated Fund of India.
3. **Union Public Service Commission: Appointment: Terms and Conditions**
- The Chairman and Members of the Union Public Service Commission (UPSC) are appointed by the President of India. As per Article 316, one-half of the members should be people who have held office under the government for at least ten years. A member of the UPSC holds office for six years or until the age of sixty-five years, whichever is earlier.
4. **Union Public Service Commission (UPSC): Composition** - The Constitution does not specify a fixed number of UPSC members—it simply empowers the President of India to determine the Commission's strength. Under the UPSC (Members) Regulations, 1969, the Commission may have up to 10 members in addition to its chairperson. Actual Strength (as of May 2025): According to recent data, the UPSC currently operates with 8 members, including the Chairperson

Short and Long Questions

Short Answer Type Questions

1. Write a note on the Origin of the UPSC.
2. Write a note on the Composition of the UPSC.
3. Write a note on the Appointment of the Members of the UPSC.
4. Write a note on the Removal and Suspension of the chairman and members of the UPSC.
5. Write two measures to ensure the impartiality of the UPSC.
6. Write any two functions of UPSC.
7. Critically evaluate the role of UPSC.

Long Question

1. Discuss the Composition and Functions of the UPSC.
2. Critically evaluate the functioning of the UPSC.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

MCQs for Competitive Examinations:

<https://forms.gle/AST4XGKMxbkRxK6f8>

Suggested Readings

1. Sharma, Vibha. Public Personnel Administration – with Special Reference to India, Jalandhar: New Academic Publishing Co, 2025
2. R.K. Sapro (1985). Civil Service Administration in India, Deep and Deep, New Delhi.
3. R.K. Arora (2006). Public Administration and Civil Services, Rajat Publication, New Delhi
4. S. L. Goel (2003). and Shalini Rajneesh. Public Personnel Administration. New Delhi: Deep and Deep.
5. M. P. Sharma, B. L. Sadana and Harpreet Kaur (2011). Public Administration in Theory and Practice. Allahabad: Kitab Mahal.
6. Relevant reading material from Egyankosh - <http://egyankosh.ac.in/>
7. Relevant reading material from e PG Pathshala - <https://epgp.inflibnet.ac.in/>

Unit- II

Chapter 4 B: State Public Service Commission (SPSC): Structure, Functions and Role

(with special reference to Punjab Public Service Commission)

Objective: The objective of this chapter is to make the students understand:

1. [Origin](#)
2. [Origin of Punjab Public Service Commission](#)
3. [State Public Service Commission \(SPSC\)](#)
4. [Composition of SPSC](#)
5. [Appointment, Terms and Conditions](#)
6. [Removal and Suspension of Members](#)
7. [Conditions of Service](#)
8. [Prohibition to Hold Office](#)
9. [Expenses of the State Public Service Commission](#)
10. [Functions of the State Public Service Commission \(SPSC\)](#)
11. [Role of State Public Service Commission \(SPSC\)](#)
12. [Independence of the SPSC](#)
13. [Critical Evaluation](#)
14. [Important Terms/Concepts/Information](#)
15. [Short and Long Questions](#)
16. MCQs for Competitive Examinations
17. [Suggested Readings](#)

Introduction

Union and State Public Service Commissions (UPSC & SPSCs) are Constitutional Bodies responsible for recruiting personnel through competitive examinations and interviews, promoting, transferring, and framing recruitment rules, and dealing with disciplinary and other personnel matters of the civil services. Union Public Service Commission undertakes recruitment and performs other personnel functions at the Union/Central level. The State Public Service Commissions look after the personnel functions of the State Civil Services. Joint Public Service Commissions are also established when two or more states request one.

Origin

The Government of India Act, 1935 advocated the establishment of a Public Service Commission at the Federal and Provincial levels, i.e., a Federal Public Service Commission at the Federal Level and Provincial Public Service Commissions for Provinces or groups of Provinces. On the 1st of April 1937, when the Government of India Act, 1935 came into effect, the Public Service Commission became the Federal Public Service Commission. Seven provincial Public Service Commissions were also set up in 1937. The Federal Public Service Commission continued to function after independence till 1950. The Provincial Public Service Commission set up at the provincial level (state level) was later renamed the State Public Service Commission.

After independence, when the Indian Constitution came into effect on the 26th of January, 1950, the Federal Public Service Commission was rechristened as the Union Public Service Commission. The Indian Constitution provides for three types of Public Service Commissions: the Union Public Service Commission, which serves the needs of the Union Government; the State Public Service Commission for a state; and the Joint Public Service Commission for two or more states.

Origin of Punjab Public Service Commission

Joint Public Service Commission, the precursor of the Punjab Public Service Commission, with its writ running from the Khyber Pass to the Jamuna near Delhi, originated at Lahore on May 1, 1937. In the wake of the partition, the Punjab Public Service Commission resumed operations in February 1948 in Shimla, with its revised jurisdiction extending over the then province of East Punjab. Following the merger of the states of Punjab and Pepsu, the capital was shifted to Patiala on Nov 1, 1956. On Nov 1, 1966, its territorial jurisdiction again decreased due to the formation of the states of Haryana and Himachal Pradesh (Punjab Public Service Commission website)

State Public Service Commission (SPSC)

Both the Union Public Service Commission (UPSC) and State Public Service Commissions (SPSCs) are Constitutional bodies under Articles 315- 323, Part XIV, Chapter II of the Indian Constitution. They conduct examinations to make merit-based recruitment to Group A and Group B Services of the Government of India and the Government of the States. Article 315 of the Constitution of India provides for a Public Service Commission for the Union and Public Service Commissions for each state.

If two or more states agree, a Joint Public Service Commission can be established upon approval by the State Legislative Assembly and the State

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

Legislative Council of the concerned states. The Parliament then, by law, provides for the setting up of a Joint Public Service Commission.

Composition of SPSC

The State Public Service Commission comprises a Chairman and such number of other members as the Governor may appoint. The Constitution has not provided for a fixed number of members of the State Public Service Commission.

In July 2021, the Punjab Civil Service Commission consists of a Chairman and 10 Members. CM Punjab reduced the number of members from 10 to 5 in 2022. In July 2025, as per the PPSC website, there is a Chairman and one Member (On April 17, 2025, the Punjab Public Service Commission invited applications from eminent persons having administrative experience to fill two vacancies of Member (official) and two vacancies of Member (Non-official) to the Commission).

Appointment, Terms and Conditions

The Governor of the respective State appoints the Chairman and other Members of the State Public Service Commission (SPSC), as provided under Article 316 of the Constitution of India. As far as possible, at least one-half of the members of the Commission should be persons who have held office for at least ten years under the Government of India or the government of a state. A Member of the SPSC holds office for a term of six years, or until they attain the age of sixty-two years, whichever is earlier – Article 316(2).

Removal and Suspension of Members

Article 317 deals with the suspension and removal of members of SPSC:

- Subject to the provisions of clause (3) of Article 317, the Chairman or other members of a Public Service Commission can be removed from their office only by order of the President on the ground of misbehaviour. An order to this effect can be passed only after the Supreme Court has conducted an inquiry under Article 145.
- The Chairman or any other members of the State Public Service Commission/Joint Public Service Commission may be suspended by the Governor of that State regarding whom a reference has been made to the Supreme Court. He remains suspended until the President passes an order, based on a report from the Supreme Court of India.
- The Chairman or other members of a State Public Service Commission may be removed by order of the President for the following reasons:
 - i They are adjudged as insolvent, or
 - ii They engage in any paid employment outside the duties of their office during their term of office; or
 - iii They are unfit to continue in office because of the infirmity of mind or body.

Conditions of Service

According to Article 318 of the Indian Constitution, the Governor of a state determines the number of members of the State Public Service Commission and the conditions of service of the staff. However, the government cannot vary the conditions of service to the members' disadvantage after their appointment.

Prohibition to Hold Office

As per Article 319 of the Constitution of India, the following provisions are there regarding the prohibition on holding office if a member ceases to be a member:

1. The Chairman of the UPSC is ineligible for further employment under the Central or State governments.
2. The Chairman of an SPSC can be appointed as the Chairman or a member of the Union Public Service Commission. He can also be selected as the Chairman of any other State Public Service Commission. But he cannot be employed under the Central or State governments.
3. Members of the Union Public Service Commission (UPSC) can be appointed as the Chairman of the UPSC or as the Chairman of an SPSC. He cannot be employed by the Central or State governments.
4. A member of an SPSC is eligible for appointment as the Chairman or a member of the UPSC or as the Chairman of the same or any other SPSC. However, he cannot be employed under the Central and State Governments.

Expenses of the State Public Service Commission

Article 322 of the Indian Constitution states that the expenses of the State Public Service Commission, comprising the salaries, allowances and pensions payable to the members and staff of the Commission, are to be charged upon the Consolidated Fund of the respective States.

Functions of the State Public Service Commission (SPSC)

Functions of the SPSC are provided for in Article 320 of the Constitution of India. Following is a brief review of the same:

1. To conduct examinations for appointments to the State Civil Services Group A & B.
2. The State government consults the SPSC on:
 - a. All matters concerning methods of recruitment to civil services and civil posts.
 - b. The principles to be followed for:
 - i. Appointing people to civil services and posts.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

- ii. Promoting and transferring personnel from one service to another; and
- iii. Determining the suitability of candidates for such appointments, promotions or transfers.
- c. All disciplinary matters affecting persons serving the Government of a State in their civil capacity, including petitions relating to such matters.
- d. A claim of costs incurred by a civil servant in defending legal proceedings instituted against him during the performance of his duties.
- e. Any claim for the award of pension by a person in respect of injuries sustained by him while serving, and the amount of any such award.
- f. Any matter which is referred to the SPSC by the Governor for advice.
- g. The SPSC is required to submit an annual report to the Governor of the state, who causes it to be laid before the state legislature; and
- h. The state legislature can assign additional functions to the SPSC.

Role of State Public Service Commission (SPSC)

1. **Recruitment to State Services:** SPSC conducts examinations and interviews for recruitment to the State Services (Group A and Group B) and ensures merit-based, transparent, and impartial selection of candidates for various state-level posts.
2. **Advisory Role to the Governor:** SPSC advises the Governor of a State on:
3. **Matters of Recruitment:** Principles to be followed in making appointments and promotions.
4. **Disciplinary Cases:** Punishments, appeals, or complaints against state civil servants.
5. **Service Rules:** Framing, amendments, and interpretation of rules regulating recruitment and conditions of service.
6. **Compensation Claims:** Cases involving reimbursement of expenses or damages to public servants,
7. **Conduct of Examinations:** SPSC conducts State Civil Services Examinations (e.g., PCS, State Police Services, State Forest Services). It supervises recruitment through written exams, interviews, and screening tests.
8. **Safeguarding Neutrality in State Administration:** SPSC prevents political interference, nepotism, and favouritism in appointments and acts as a constitutional safeguard for fair recruitment at the state level.
9. **Annual Report to the Governor:** SPSC submits an Annual Report on its work to the Governor of the State, who places this report before the State Legislature for deliberations.
10. **Quasi-Judicial Functions:** SPSC adjudicates disciplinary cases and service disputes to ensure justice and impartiality in personnel matters.

Independence of the SPSC

The independence of the SPSC is safeguarded by multiple constitutional and procedural provisions that ensure its autonomy, impartiality, and protection from executive influence. These safeguards include:

1. **Appointment Based on Constitutional Criteria:** The qualifications and mode of appointment of the SPSC Chairman and Members are as provided for in the Constitution to ensure transparency and merit-based selection. The Governor of a State appoints the Members and Chairman of the State Public Service Commission.
2. **Security of Tenure and Removal Procedure:** The Chairman and Members of the SPSC can be removed only by the President of India, after an inquiry by a judge of the Supreme Court of India into proven misbehaviour or incapacity. This ensures judicial oversight and protects against arbitrary dismissal. The Governor of the State can suspend a member.
3. **Financial Independence:** The salaries of the members of the SPSC are charged upon the Consolidated Fund of the State and can neither be increased nor decreased (except by law) to favour or disfavour a member/chairman.
4. **Restrictions on Employment (Chairman - SPSC):** The Chairman of a State Public Service Commission (SPSC) can be appointed as the Chairman or a Member of the Union Public Service Commission. They can also be selected as the Chairman of any other State Public Service Commission. But they cannot take up any other employment either under the Government of India or under the Government of a State.
5. **Restrictions on Employment (Member-SPSC):** Members of a State Public Service Commission can be appointed as the Chairman or members of the Union Public Service Commission. The Members can also be appointed as Chairman of that or any other State Public Service Commission. But they cannot take up any other employment under either the Government of India or the Government of a State.
6. **Annual Report and Accountability:** The SPSCs submit an annual report to the State governments, in which all the recommendations issued by them are enumerated. In addition, the government must provide reasons if it does not follow the Commission's advice.
7. **Independent Secretariat:** The SPSCs function through their own secretariat, separate from the government, ensuring administrative autonomy and operational efficiency.

Critical Evaluation

While the State Public Service Commission (SPSC) is a constitutionally mandated autonomous body tasked with ensuring impartial and merit-based recruitment to the civil services, its functioning has attracted criticism on several fronts:

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

1. **Bureaucratisation of the Commission:** Although the SPSC is meant to operate independently, it has gradually started functioning like an extended arm of the government. This has led to bureaucratic inefficiencies, including red-tapism, rigidity, corruption, and a lack of innovation, which undermine the Commission's credibility and effectiveness.
2. **Lack of Mandatory SPSC Consultation:** The state governments often bypass the SPSC by keeping certain key posts outside its purview. This selective approach to consultation weakens the Commission's role and dilutes its oversight of transparency and fairness in recruitment.
3. **Delays:** Undue delays occur in recruitment, promotions, and other personnel functions within the SPSC. Sometimes, in matters of promotion, delays cause hardships, harassment, and loss of opportunity, too. The affected person may have to run from pillar to post to get his rightful dues.
4. **Quality of Members:** Mainly due to political influence and subsequent corruption, the quality of members appointed to the SPSC is not high. The members appointed may not be from amongst the most distinguished individuals. It leads to mediocre decision-making and a general lack of efficiency.
5. **Temporary Appointments:** State governments resort to making temporary appointments and continue them for several years before the Commission sanctions them. In this way, they can appoint/recruit people of their choice and keep them confirmed in those positions.
6. **Political Interference:** SPSC, a Constitutional body mandated to conduct recruitment and other personnel functions for civil servants in an unbiased manner, is plagued by political interference in the appointment of members and in its operations.
7. **Limited Scope of Advisory Role:** Although the SPSC is constitutionally empowered to advise the state government on recruitment and personnel matters, its recommendations are not binding. The government may accept or reject them without explanation, which reduces the Commission's authority and impact.
8. **No Formal Review or Audit of Selection Outcomes:** There is no mechanism for systematic review or audit of selection quality over time. The absence of performance tracking of selected officers prevents learning and improvement in the recruitment criteria or process.

Conclusion

SPSC is an important Constitutional body that helps the State Governments handle personnel matters, such as recruitment through examinations and interviews, promotion, inquiries, and disciplinary issues. There is also a provision to constitute a Joint Public Service Commission at the request of two or more states.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

There are constitutional measures to ensure the independence of the SPSCs. Political interference in the SPSCs significantly hampers their functioning.

Important Terms/Concepts/Information

1. **State Public Service Commission: Conditions of Service** - According to Article 318 of the Indian Constitution, the Governor of a state determines the number of members of the State Public Service Commission and the conditions of service of the staff. However, the government cannot vary the conditions of service to the members' disadvantage after their appointment.
2. **Constitutional Bodies:** The Union Public Service Commission (UPSC) and State Public Service Commissions (SPSCs) are Constitutional bodies under Articles 315- 323, Part XIV, Chapter II of the Indian Constitution.
3. A Member of the SPSC holds office for a term of six years, or until they attain the age of sixty-two years, whichever is earlier – Article 316(2).
4. **Expenses of the State Public Service Commission:** Article 322 of the Indian Constitution states that the expenses of the State Public Service Commission, comprising the salaries, allowances and pensions payable to the members and staff of the Commission, are to be charged upon the Consolidated Fund of the respective States.

Short and Long Questions

Short Answer Type Questions

1. Write a note on the Composition of SPSC.
2. Write a note on the Functions of SPSC.
3. Write a note on the Independence of SPSC.
4. Critically evaluate the role of SPSC.

Long Question

1. Discuss the Composition and Functions of SPSC.
2. Critically evaluate the functioning of SPSC.

MCQs for Competitive Examinations:

<https://forms.gle/AST4XGKMxbkRxK6f8>

Suggested Readings

1. Sharma, Vibha. Public Personnel Administration – with Special Reference to India, Jalandhar: New Academic Publishing Co, 2025
2. R.K. Saprú (1985). Civil Service Administration in India, Deep and Deep, New Delhi.
3. R.K. Arora (2006). Public Administration and Civil Services, Rajat Publication, New Delhi
4. S. L. Goel (2003). and Shalini Rajneesh. Public Personnel Administration. New Delhi: Deep and Deep.
5. M. P. Sharma, B. L. Sadana and Harpreet Kaur (2011). Public Administration in Theory and Practice. Allahabad: Kitab Mahal.
6. Relevant reading material from Egyankosh - <http://egyankosh.ac.in/>
7. Relevant reading material from e PG Pathshala - <https://epgp.inflibnet.ac.in/>

Unit- II

Chapter 5 Recruitment to Civil Services: Pattern of Examination

Objective: The objective of this chapter is to make the students understand:

1. [Definitions](#)
2. [Types/Methods of Recruitment](#)
3. [Pattern of Examination](#)
4. [All India Services and Central Civil Services](#)
5. [State Civil Services – Example - Punjab Civil Services](#)
6. [Defects of the Recruitment System in India](#)
7. [Measures to Improve the Recruitment System](#)
8. [Important Terms/Concepts/Information](#)
9. [Short and Long Questions](#)
10. [MCQs for Competitive Examinations](#)
11. [Suggested Readings](#)

Introduction

Human resources are the most critical asset of any organisation, and they must be managed effectively to ensure the achievement of organisational objectives. Recruiting and placing employees with the right qualifications in appropriate positions enhances the overall efficiency and effectiveness of an organisation's operations. Public services and organisations must develop and implement effective recruitment policies and systems to ensure the timely selection, appointment, and placement of personnel at various levels. A sound and robust recruitment policy is essential for attracting, building, and retaining a workforce that is both competent and loyal.

Definitions: Recruitment has been defined by scholars in the following manner:

1. **Glenn O Stahl:** Recruitment is the cornerstone of the whole personnel structure. Unless the recruitment policy is soundly conceived, there can be little hope of building a first-rate staff.
2. **Dale Yoder:** Recruitment is the process of identifying sources of manpower to meet the requirements of the staffing schedule and employing effective measures to attract that manpower in adequate numbers for an efficient selection of a working force.
3. **J. Donald Kingsley:** Public recruitment is a process through which suitable candidates are induced to compete for appointments to the public service.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

4. **M. E. Dimock:** Recruitment is a means of securing the right people for a particular job.
5. **Edwin B. Flippo:** Recruitment is the process of searching for candidates for employment and stimulating them to apply for jobs in the organisation.

Recruitment, therefore, is not merely about filling vacancies. It is a strategic process that involves cultivating and maintaining a pool of qualified candidates to call upon whenever vacancies arise. This talent pool may exist at local, national, or even international levels. Additionally, recruitment includes rigorous methods such as examinations and interviews to ensure that the most capable and suitable individuals are selected for the organisation.

Process of Recruitment



Types/Methods of Recruitment

According to Lunis Mayers, there are two methods of recruitment – ‘Selection from without’ or ‘Direct Recruitment’ and ‘Selection from within’ or ‘Indirect Recruitment’. These methods are also known as External Recruitment and Internal Recruitment, and are not mutually exclusive. All governments and organisations meet their personnel requirements by one or both methods.

Types/Methods of Recruitment to Civil Services in India: Recruitment to civil services in India is done by the following methods

1. **Direct Recruitment/ External Recruitment/Recruitment from Without**

In Direct Recruitment, personnel are selected directly from Colleges, Universities, Job Consultants, and the Open Market. The area of selection can be limited to the local area or extend to national or international locations. Due

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

to the Information and Communication Technologies and the widespread use of online examination systems and online interviews, people from across the world can be tapped for a particular job/position.

2. Indirect Recruitment/Recruitment from Within/Internal Recruitment

Indirect Recruitment/Recruitment from within/Internal Recruitment is the second method of recruitment. This type/method of recruitment involves selecting people already working within the organisation. It is also known as promotion and is carried out through a system of examinations, interviews, or both.

3. Lateral Entry

The Indian Government introduced lateral entry into the civil services in 2018, on the recommendations of NITI Aayog and sectoral groups of secretaries. The main aim is to bring in domain experts and skilled professionals in the services and address the shortage of IAS officers. It means appointing highly skilled professionals from the private sector to government organisations and ministries for a fixed period.

Pattern of Examination

In India, there are three types of Civil Services – All India Services, Central Civil Services and State Civil Services. Union Public Service Commission is responsible for recruiting the All India Services and Central Civil Services, and the State Public Service Commission is responsible for State Civil Services. Recruitment is undertaken through a system of examinations, interviews, or both. A review of the recommendations by different committees is as follows:

I. First Administrative Reforms Commission: Report on Personnel Administration (1969) include the following recommendations:

- i. Emphasised open competitive examinations
- ii. Recommended a common examination for all Group A Central Services, including the All India Services
- iii. Joint Foundation Course for Group A services

II. Second Administrative Reforms Commission: In its 10th Report “*Refurbishing of Personnel Administration – Scaling New Heights*,” the Commission made several key recommendations to improve recruitment, including:

- i. Broad-based recruitment system for all civil services with a common foundation course followed by specialised training
- ii. Emphasised on Merit
- iii. Supported Lateral Entry at the senior level to bring expertise
- iv. Revamping of the UPSC examination to test for aptitude, ethics, emotional intelligence, communication and problem-solving abilities
- v. Strengthening SPSCs

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

III. Kothari Committee (1974 -77): Kothari Committee recommended the following scheme of recruitment to the All India Services and Central Civil Services:

- i. Preliminary Examination – Objective Type;
- ii. Main Examination – Written Examination followed by an Interview; and
- iii. Post-Training Test and Interview at the end of the Foundation Training Course at the Academy.

The Kothari Committee also recommended that the final ranking and allocation of services be determined by combining the results of the Preliminary, Main, and Interview, and of the Post-Training Test and Interview. However, the Government of India did not accept the recommendation of allocating services after the foundation course. As a result, a new scheme consisting of the Preliminary Examination, the Main Examination, and the Interview was introduced in 1979.

IV. Satish Chandra Committee (1988 - 89): The committee reviewed the recruitment scheme set by the Kothari Committee and recommended continuing the procedure while including a compulsory Essay Paper in the Main Examination.

V. Introduction of CSAT (2011): In 2011, UPSC introduced the Civil Service Aptitude Test (CSAT) as Paper-II of the Preliminary Examination to assess candidates' administrative aptitude and ensure their suitability for the civil services.

Civil Service Aptitude Test (CSAT) – The aptitude test shortlists candidates for the main exam. It emphasises testing candidates' aptitude for civil service and their ethical and moral decision-making capacities.

All India Services and Central Civil Services

Recruitment to All India Services is regulated by the All India Service Act, 1951 (as amended from time to time) and by the rules framed under Art. 309 of — 309ndian Constitution. Similarly, the Central Civil Services are regulated by the Central Services Rules issued by the Central Government. Recruitment to the All India Services and Central Civil Services is done both directly and indirectly. Following is a brief detail of the same:

1. **Eligibility:** A candidate appearing in the Civil Service examination should be a citizen of India in the case of IAS and IPS, and for other services in the subject of Nepal, Bhutan, Tibet and people of Indian origin who had come to India from various countries with the intention of settling in India.
2. **Age limit:** A candidate must have attained the age of 21 years and must not have completed 32 years. The upper age limit is relaxed by up to 5 years for a

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

candidate belonging to a Scheduled Caste or a Scheduled Tribe. There is age relaxation for OBCs/Defence Service Personnel/Person with Disabilities.

3. **Educational Qualifications:** The candidate must hold a graduate's degree from any recognised University. A candidate in the final year or awaiting results is also eligible to appear for the Preliminary Examination.
4. **Number of Attempts:** Every candidate of the General Category and Economically Weaker Section has a maximum of 6 attempts. OBCs/Defence Service Personnel/Persons with Disability have 9 attempts. There is no limit on the number of attempts for SC and ST candidates as long as they are within the age limit.
5. **Reservations:** Reservations are provided across various categories, including 15% for Scheduled Castes, 7.5% for Scheduled Tribes, and 27% for OBCs. Reservation for the Economically Weaker Sections (EWS) under the 103rd Constitutional Amendment (2019) is 10%.
6. **Recruitment** (Direct Recruitment) to the All India Services and Central Civil Services is through a system of two examinations and an interview. It is as given below:

A Direct Recruitment

- I. Part A Civil Services Preliminary Examination.
- II. Part B Civil Services Main Examination consisting of a written test and interview.

I. Part A - Civil Services Preliminary Examination

The Civil Services (Preliminary) Examination consists of two papers with Objective Type Questions (multiple choice) and carries a maximum of 400 marks in the stated subjects. This examination is meant to serve as a screening test only.

The marks obtained in the Civil Services (Preliminary) Examination by the candidates who are declared qualified for admission to the Civil Services (Main) Examination are not counted for determining their final order of merit.

The number of candidates that are admitted to the Civil Services (Main) Examination is about twelve to thirteen times the total approximate number of vacancies to be filled in the year through this Examination.

Only those candidates who are declared by the Commission to have qualified in the Civil Services (Preliminary) Examination in that year will be eligible for admission to the Civil Services (Main) Examination of that year, provided they are otherwise eligible for admission to the Civil Services (Main) Examination.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

Scheme and Subjects for Preliminary Examination

The Civil Services Preliminary Examination is an objective-type examination used to select candidates for the Civil Services Main Examinations. The Preliminary Examination consists of two Objective-type papers (Multiple Choice Objective Type questions) of 200 marks each. The preliminary examination carries a maximum of 400 marks across the subjects.

Paper -I General Studies Paper - I (200 marks) (2 hours' duration) consist of questions related to:

- i Current events of national and international importance.
- ii History of India and Indian National Movement.
- iii Indian and World Geography: Physical, Social, Economic Geography of India and the World.
- iv Indian Polity and Governance: Constitution, Political System, Panchayati Raj, Public Policy and Rights Issues.
- v Economic and Social Development-Sustainable Development, Poverty, Inclusion, Demographics and Social Sector Initiatives.
- vi General issues on Environmental Ecology, Biodiversity and Climate Change - that do not require subject specialisation.
- vii General Science.

Paper-II General Studies Paper – II (CSAT) (200 marks) (2 hours duration) is a qualifying paper with minimum qualifying marks fixed at 33%. It consists of:

- i Comprehension.
- ii Interpersonal skills, including communication skills.
- iii Logical reasoning and analytical ability.
- iv Decision-making and problem-solving.
- v General mental ability.
- vi Basic numeracy (including numbers, their relations and orders of magnitude) (Class X level), Data interpretation (charts, graphs, tables and data sufficiency) (Class X level).

Civil Service Preliminary Examination			
Paper	Subject	Marks	Nature
Paper-I	General Studies	200	Counted for qualifying for the Merit of the Preliminary Competitive Examination

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

Civil Service Preliminary Examination			
Paper	Subject	Marks	Nature
Paper-II	Civil Services Aptitude Test (CSAT)	200	Qualifying only (Minimum 33% marks)

II. Part – B Civil Services Main Examination

The Civil Services Main Examination consists of Written Tests and interviews for selecting candidates for different services and posts. The main aim of this examination is to assess the candidates' overall intellectual level. The pattern of Examination and maximum marks are as follows:

Qualifying Papers (Not Counted for Merit)

Civil Service Main Examination		
Paper	Subject	Marks
Paper-A	One Indian Language (from the 8th Schedule of the Constitution)	300
Paper-B	English	300

Papers to be counted for Merit: The following papers are counted for determining the Merit:

Civil Service Main Examination		
Paper	Subject	Marks
Paper-I	Essay	250
Paper-II	General Studies – I (Indian Heritage and Culture, History and Geography of the World and Society)	250
Paper-III	General Studies – II (Governance, Constitution, Polity, Social Justice and International Relations)	250
Paper-IV	General Studies – III (Technology, Economic Development, Biodiversity, Environment, Security and Disaster Management)	250
Paper-V	General Studies – IV (Ethics, Integrity and Aptitude)	250
Paper-VI	Optional Subject – Paper 1	250

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

Civil Service Main Examination		
Paper	Subject	Marks
Paper-VII	Optional Subject – Paper 2	250
	Total	1750

Interview/Personality Test

The primary objective of the Interview/Personality test is to assess the candidates' overall personalities. The questions range from current affairs to the situations within the country. In addition, there can be tricky questions to assess candidates' presence of mind. The panel also look for traits like honesty, intelligence, integrity and various concepts.

Subtotal (Written Test)	1750
Personality Test / Interview	275
Grand Total	2025

B. Indirect Recruitment

Indirect Recruitment or Promotion to the All India Services is from State Civil Service Officials to the respective All India Services, and from Non-State Civil Services (NSCS) Officers to the IAS. According to the All India Services Act, 1951, 33.5% of the IAS/IPS/IFS vacancies are to be filled through promotion from amongst the officers of the State Service. It is done in consultation with the Union Public Service Commission. Similar provisions are there for the Central Civil Services.

Selections in the case of Indirect Recruitment are based on the recommendations of the Selection committees constituted separately in each state under the chairmanship of the Chairman or a member of the State Public Service Commission. Indirect Recruitment or Promotion is undertaken by three methods: Limited departmental competitive examination; Promotion by selection based on merit-cum-seniority; and promotion by seniority, subject to the rejection of the unfit.

C. Lateral Entry

The Indian Government introduced lateral entry into the civil services in 2018, on the recommendations of NITI Aayog and sectoral groups of secretaries. The main aim is to bring in domain experts and skilled professionals in the services and address the shortage of IAS officers. It means appointing highly skilled professionals from the private sector to

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

government organisations and ministries for a fixed period. The main objectives of Lateral Entry are to appoint specialised and skilled personnel, bridge the gap between the required and available civil servants, improve the work culture, invite private entrepreneurs into public endeavours, and increase transparency and accountability in the civil services.

Process of Recruitment: Recruitment is conducted by the Union Public Service Commission (UPSC) in accordance with the requirements of the Government of India. Candidates apply for posts like:

- Joint Secretary
- Director
- Deputy Secretary

Selection: Selection is based on experience in the relevant field, requisite qualifications and personal interaction/interview.

Appointment: Generally, lateral entry is for 3-5 years and may be extended based on performance. The appointees get a fixed pay scale and benefits similar to those of regular civil servants.

State Civil Services

State Civil Services personnel are recruited through the State Public Services Commission through both Direct and Indirect Recruitment. Members of the State Civil Services work for their respective State Governments.

1. **Direct Recruitment:** Recruitment to the State Civil Services is conducted by the respective State Public Service Commission. In direct recruitment, the SPSC conducts preliminary and main examinations, followed by an interview.
2. **Indirect Recruitment:** Indirect recruitment involves promoting people from lower levels. Indirect recruitment to the state civil services Group A is done by promotion from Group B. The percentage varies from State to State.

State Civil Services – Example - Punjab Civil Services

At the State level, the State Civil Services examination, like in the State of Punjab, Punjab Civil Services or PCS, is a combined examination conducted by the Punjab Civil Service Commission. The examination helps to select eligible candidates for various administrative posts in the Punjab Government, including PCS - Executive Branch, Deputy Superintendent of Police, Tehsildar, Employment Generation and Training Officer, and Block Development and Panchayat Officer.

1. **Eligibility:** A Candidate must be a citizen of India or Nepal, a subject of Bhutan, a Tibetan refugee who came to India before January 1962, or an individual of Indian origin who has migrated from Pakistan, Burma, Sri

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

- Lanka, or East African countries. In addition, they must possess a certificate of eligibility from the competent authority as notified in the Punjab Civil Services (General and Common Conditions of Service) Rules, 1994.
2. **Age Limit:** For the Deputy Superintendent of Police, the minimum age is 21 years, and the maximum is 28 years; for all other services, the minimum age is 21 years, and the maximum is 37 years. There is age relaxation for SCs/STs/OBCs/PwD/Widows/Employees of the Punjab Government, other State Governments, and the Central Government.
 3. **Educational Qualifications:** A bachelor's degree in any discipline from a recognised university or institution is an essential qualification. A candidate must have passed the Matriculation Examination with Punjabi as one of the compulsory or elective subjects of any other equivalent examination in the Punjabi language as specified by the government.
 4. **Number of Attempts:** Candidates can avail up to 4 attempts, subject to government exceptions.
 5. **Reservation:** Reservation in Punjab in State services is governed by the Punjab Scheduled Castes and Backward Classes (Reservation in Services) Act, 2006. It provides 25% reservation for Scheduled Castes and 12 % for the Backward Classes in direct recruitment.
Reservation for Economically Weaker Sections (EWS), as per the Government of Punjab Circular dated 10 February 2025, is 10%.
 6. **Scheme of Examination:** The Punjab Civil Services Combined Competitive Examination is held in two phases, namely:
 - A. Preliminary Competitive Examination; and
 - B. Main Examination:
 - a. Written Examination; and
 - b. Viva-Voce (Interview).
- A. Preliminary Competitive Examination:** The objective of the Preliminary Competitive Examination is to select suitable candidates for the Main Competitive Examination. The preliminary competitive examination consists of the following two papers:
- a. Paper-I General Studies; and
 - b. Paper-II Civil Services Aptitude Test (CSAT).

Preliminary Competitive Examination			
Paper	Subject	Marks	Nature
Paper-I	General Studies	200	Counted for qualifying for the Merit of the Preliminary

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

Preliminary Competitive Examination			
Paper	Subject	Marks	Nature
			Competitive Examination
Paper-II	Civil Services Aptitude Test (CSAT)	200	Qualifying only (Minimum 40% marks)

These two papers comprise Objective Type Multiple Choice Questions. Marks obtained in the Preliminary Competitive Examination are not counted for determining the final order of merit of the candidates. There is no negative marking in the preliminary examination. The number of candidates who qualify is generally up to 13 times the number of vacancies advertised in each category.

B. Main Examination: The main examination comprises a written examination and a viva voce (interview) test. In this examination, there are seven conventional essay-type papers across various subjects, in addition to the interview. Papers in the Main Examination and marks are as follows:

Paper	Subject	Marks
Paper I	General English	100
Paper II	General Punjabi	100
Paper III	General Essay	150
Paper IV	General Studies – Paper 1 (History, Geography & Society)	250
Paper V	General Studies – Paper 2 (Indian Constitution & Polity, Governance, and International Relations)	250
Paper VI	General Studies – Paper 3 (Economy, Statistics, and Security Issues)	250
Paper VII	General Studies – Paper 4 (Science & Technology, Environment, Problem Solving & Decision-Making)	250
Interview	Viva-Voce	150
	Grand Total	1500

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

Viva-Voce: Candidates who qualify the written examination and meet all the eligibility criteria are called for an interview. The number of candidates is not more than three times the number of vacancies advertised in each category.

The number of marks decides the final merit a candidate gets in the Main Examination and Interview.

Defects of the Recruitment System in India

The recruitment system in India has the following shortcomings:

1. **Rejection rather than Selection:** All India Services, Central Civil Services, and State Civil Services are considered the most prestigious services, so a considerable number of candidates apply. The number of applications far outweighs the number of vacancies. The recruitment process, especially through written examinations, eliminates a large proportion of applicants, making it more of a rejection apparatus than a true selection system.
2. **Political Interference:** Politicians and civil servants often work closely to deliver public services. However, this relationship can sometimes lead to the misuse of authority. Political interference in recruitment, postings, promotions, and other aspects of the personnel system—particularly at the state level—is a significant concern and undermines merit.
3. **Language Issues:** Examinations are conducted in multiple languages, which makes it challenging to find qualified evaluators proficient in all regional languages. Moreover, the predominance of English in the Main Examination may disadvantage candidates from vernacular backgrounds.
4. **Inadequate Personality Assessment:** The personality test or interview, typically lasting only 30–40 minutes, may not be sufficient to correctly assess a candidate's personality, interpersonal skills, and suitability for public service. This limitation raises concerns about the effectiveness of the final selection process.
5. **Subjectivity in Evaluation:** Due to the large number of candidates for the civil service examinations, the papers are checked by different people whose perceptions of issues may differ, leading to considerable subjectivity in the checking process.
6. **Civil Services are for the Elite:** Entry into civil services requires a college degree. Generally, the elite class, having money for coaching classes, can crack the exams. It is extremely difficult for someone without sufficient financial resources to crack the examination, though exceptions are always there.
7. **Lack of Scientific Recruitment and Manpower Planning:** The recruitment process lacks a scientific approach and efficient manpower planning. As a result, vacancies may remain unfilled for extended periods. Additionally, the absence of structured job descriptions and job analysis can hinder the identification of suitable candidates.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

8. **Degree as an Entry Barrier:** The requirement of a graduate degree excludes many potentially meritorious individuals who, for various reasons, may not have completed higher education. Some experts argue that eligibility for civil services should be based on aptitude and competence, not just academic qualifications.
9. **Delayed Recruitment Cycles:** Many government departments face long recruitment delays, resulting in unfilled positions, increased workloads for existing staff, and a slowdown in public service delivery. The absence of fixed recruitment calendars leads to unpredictability and inefficiency.
10. **Overemphasis on Rote Learning:** The current examination pattern often rewards memorisation over analytical thinking and practical skills. This limits the selection of candidates who might excel in real-world administrative challenges but perform poorly in theoretical exams.
11. **Insufficient Practical Assessment:** Civil service examinations lack components such as case studies, situational judgment tests, or field assessments that can better reflect a candidate's problem-solving skills, ethical reasoning, and administrative potential.
12. **Outdated Syllabi and Irrelevant Testing Areas:** Many recruitment exams still include obsolete topics or fail to reflect contemporary administrative realities. There's often a disconnect between the syllabus and the actual demands of governance, resulting in a mismatch between roles and the personnel recruited.
13. **Inconsistent Standards Across States and Services:** While the UPSC follows a fairly standardised system, recruitment standards, procedures, and transparency vary widely across different states and departments, creating inequality in recruitment quality and outcomes.

Measures to Improve the Recruitment System

Following are some measures to improve the recruitment system in India:

1. **Position Classification:** There is a pressing need to clearly define the duties, responsibilities, and required qualifications for each position in the public service. A well-structured classification of roles will help place the right candidate in the right position and ultimately lead to better job performance and organisational efficiency.
2. **Delinking Degrees:** While removing the degree requirement for civil service examinations may significantly increase the number of applicants, this approach could be introduced on an experimental basis for lower-level posts. Over time, it can help ensure that merit, aptitude, and competence—rather than academic credentials alone—become the key criteria for selection.
3. **Scientific Manpower Planning:** Effective manpower forecasting and planning must be adopted using Information and Communication Technologies (ICTs)

and modern data analytics. This will help anticipate future workforce needs, fill vacancies promptly, and avoid overstaffing or understaffing.

4. **Minimising Subjectivity in Evaluation:** To the extent possible, objective assessment methods should be used to evaluate candidates' responses. Examiners should be provided with clear and standardised guidelines to ensure consistency and fairness in marking, reducing personal bias and subjectivity.
5. **Controlling Political Interference:** Strong institutional mechanisms and accountability frameworks must be developed to safeguard the recruitment process from political influence. Ensuring transparency, independence of selection bodies, and adherence to merit-based procedures will enhance the credibility of the system.
6. **Use of Technology for Transparency:** Recruitment processes should be increasingly digitalised, including application submissions, admit card distribution, evaluation, and result declaration. This enhances transparency, reduces human error, and minimises chances of manipulation or corruption.
7. **Regular Recruitment Cycles:** Recruitment should be conducted on a fixed and timely schedule to avoid long gaps between exams and postings. Delays in recruitment can lead to administrative inefficiency and overburdening of existing staff.
8. **Recruitment Based on Competency Frameworks:** Instead of relying on generic qualifications, recruitment should align with the specific competencies required for each role (e.g., problem-solving, public communication, digital skills). This ensures that the selected candidate is job-ready and suitable for the demands of the position.
9. **Strengthening Interview Panels:** Interview boards must be diverse and professional, including subject experts, psychologists, and experienced bureaucrats to holistically assess the candidate's personality, temperament, and domain knowledge.
10. **Increased Outreach and Awareness:** Many capable candidates, especially from remote or marginalised regions, are unaware of recruitment opportunities. Government and commissions should conduct awareness campaigns, career guidance, and outreach to ensure equal access to information.
11. **Continuous Improvement through Evaluation:** Regular audits and performance reviews of recruitment policies and their outcomes should be conducted to identify bottlenecks and areas for reform.

Conclusion

The Union Public Service Commission undertakes recruitment to the All India Services and the Central Civil Services through Preliminary and Main Examinations followed by an interview. At the state level, recruitment is being conducted by the State Public Service Commission for state-level services. Lateral entry is a reform introduced by the government to bring much-needed professionalism into the civil services.

Important Terms/Concepts/Information

1. **Recruitment:** J. Donald Kingsley: Public recruitment is a process through which suitable candidates are induced to compete for appointments to the public service.
2. **Sources of Recruitment:** The two types of sources are:
 - a. **Internal Sources:** Recruitment from internal sources is the recruitment of employees already working in an organisation.
 - b. **External Sources:** The external sources of recruitment include (i) Advertisement in Newspapers (ii) Through Employment Exchanges (iii) Employment Agencies (iv) Universities and Colleges, (v) Consultancy Agencies (vi) References of friends and relatives.
3. **Direct Recruitment/External Recruitment/Recruitment from Without:** In Direct Recruitment, personnel are selected directly from Colleges, Universities, Job Consultants, and the Open Market.
4. **Indirect Recruitment/Recruitment from Within/Internal Recruitment:** In Indirect recruitment, people already working within the organisation are selected. It is also known as promotion and is carried out through a system of examinations, interviews, or both.
5. **Types of Qualifications:** General Qualifications and Special Qualifications.
General Qualifications: Citizenship, Domicile, Age and Sex
Special Qualifications: Educational Qualifications, Experience and Technical Qualifications
6. **Personal Qualifications** – Personal qualifications pertain to good moral values and character, reliability, problem-solving skills, executive ability, punctuality and administrative skills.
 - a. **Citizenship** - Citizen of India in the case of IAS and IPS, and for other services in the subject of Nepal, Bhutan, Tibet and people of Indian origin who had come to India from various countries with the intention of settling in India.
 - b. **Age limit:** 21- 32 years. The upper age limit is relaxed by up to 5 years for a candidate belonging to a Scheduled Caste or a Scheduled Tribe. There is age relaxation for OBCs/Defence Service Personnel/Person with Disabilities.
 - c. **Number of Attempts:** Every candidate of the General Category and Economically Weaker Section has a maximum of 6 attempts. OBCs/Defence Service Personnel/Persons with Disability have 9

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

attempts. There is no limit on the number of attempts for SC and ST candidates as long as they are within the age limit.

7. **Reservations in Civil Services:** Reservations are provided for various categories like the Scheduled Castes 15%, Scheduled Tribes 7.5% and 27% for the OBCs.
8. **Recruitment** (Direct Recruitment) to the All India Services and Central Civil Services is through a system of two examinations and an interview. It is as given below:
 - I. Part A Civil Services Preliminary Examination.
 - II. Part B Civil Services Main Examination consisting of a written test and interview.
9. **Scheme and Subjects for Preliminary Examination, Part A:** The Civil Services Preliminary Examination is an objective-type examination used to select candidates for the Civil Services Main Examinations. The Preliminary Examination consists of two Objective-type papers (Multiple Choice Objective Type questions) of 200 marks each. The Preliminary Examination carries a maximum of 400 marks across the subjects.
10. **Civil Services Main Examination Part – B:** The Civil Services Main Examination consists of Written Tests and Interviews for selecting candidates for different services and posts. The main aim of this examination is to assess the candidates' overall intellectual level.
11. **Indirect Recruitment to All India Services:** Indirect Recruitment or Promotion to the All India Services is from State Civil Service Officials to the respective All India Service, and from Non-State Civil Service (NSCS) Officers to the IAS. According to the All India Services Act, 1951, 33.5% of the IAS/IPS/IFS vacancies are to be filled through promotion from amongst the officers of the State Service.
12. **Lateral Entry:** The Indian Government introduced lateral entry into the civil services in 2018, on the recommendations of NITI Aayog and sectoral groups of secretaries. The main aim is to bring in domain experts and skilled professionals in the services and address the shortage of IAS officers. It means appointing highly skilled professionals from the private sector to government organisations and ministries for a fixed period.

Short and Long Questions

Short Answer Type Questions

5. Define Recruitment.
6. Write a note on Direct Recruitment to All India and Central Civil Services in India.
7. Write a note on Direct Recruitment to State Civil Services in India.
8. Write a note on Indirect Recruitment to Higher Civil Services in India.
9. Write a note on Lateral Entry to the Higher Civil Services in India.
10. Write a note on the Defects of the Recruitment system in India.
11. Write a note on measures to improve the Recruitment system in India.

Long Question

1. Discuss Recruitment to the All-India and Central Civil Services in India.
2. Discuss Recruitment to the State Civil Services in India.

MCQs for Competitive Examinations -

<https://forms.gle/ZcyNvDPMpfJ9M1Yi7>

Suggested Readings

1. Sharma, Vibha. Public Personnel Administration – with Special Reference to India, Jalandhar: New Academic Publishing Co, 2025
2. R.K. Saprú (1985). Civil Service Administration in India, Deep and Deep, New Delhi.
3. R.K. Arora (2006). Public Administration and Civil Services, Rajat Publication, New Delhi
4. S. L. Goel (2003). and Shalini Rajneesh. Public Personnel Administration. New Delhi: Deep and Deep.
5. M. P. Sharma, B. L. Sadana and Harpreet Kaur (2011). Public Administration in Theory and Practice. Allahabad: Kitab Mahal.
6. Relevant reading material from EGYANKOSH - <http://egyankosh.ac.in/>
7. Relevant reading material from e PG Pathshala - <https://epgp.inflibnet.ac.in/>

Unit – II

Chapter 6: Training of Civil Services in India

Objective: The objective of this chapter is to make the students understand:

1. [Definitions](#)
2. [Importance of Training](#)
3. [Types of Training](#)
4. [Methods of Training](#)
5. [Training of Civil Services in India](#)
6. [Shortcomings of the Training System in India](#)
7. [Measures to Make Training Effective](#)
8. [Important Terms/Concepts/Information](#)
9. [Short and Long Questions](#)
10. [MCQs for Competitive Examinations](#)
11. [Suggested Readings](#)

Introduction

Training is a vital pillar of personnel administration and human resource development. It is not only a systematic process of imparting knowledge, sharpening skills, shaping attitudes, and developing competencies among public servants, but also a process for making employees aware of the organisation's ethos, policies, and procedures. Periodic training is a managerial function that helps employees improve and enhance their knowledge and skills to perform their work effectively. A trained employee helps increase the organisation's productivity and provides a competitive edge. In the context of public administration, training equips civil servants to perform their roles efficiently, effectively, and ethically, in line with the evolving demands of governance.

Definitions

Training is an important aspect of personnel administration, wherein employees are trained either before or after entering a job. It helps equip them with the knowledge they need to perform their jobs effectively. Following are some definitions of Training:

1. **William G. Torpey:** Training is the process of developing employees' skills, habits, knowledge, and attitudes in their current government positions and preparing them for future government positions.
2. **Flippo:** Training increases an employee's knowledge and skills to perform a particular job.

3. **E.N. Gladden:** Training is a conscious effort to improve or increase an employee's skill, powers and intelligence, and develop his attitudes and values in the desired direction.
4. **Dale S. Beach:** Training is an organised procedure by which people learn knowledge and skills for a definite purpose.

Training provides employees with job-related skills and knowledge, making them more efficient at their work. It also helps build employees' morale, leading them to take initiative and be innovative. So, it can be stated that:

- i. Training is a well-developed, defined and structured effort.
- ii. It is a never-ending process that is imparted periodically due to ever-changing technological advancements.
- iii. The primary objective of the training is to enhance employees' skills, knowledge, and effectiveness.
- iv. It helps employees learn the organisation's attitudes and value system.
- v. It helps employees take up current and higher responsibilities.

Importance of Training

Training is a continuous, structured, and deliberate process that enhances employees' efficiency, effectiveness, and adaptability. In the context of civil services, it plays a crucial role in building a competent, ethical, and responsive administrative system. The following points highlight its multifaceted significance:

1. **Imparts Skills:** Training imparts essential technical, administrative, and interpersonal skills required for effective performance. With enhanced skills, employees become more productive, more confident, and more capable of handling complex tasks efficiently.
2. **Prepare for Responsibilities:** As civil servants are frequently promoted, transferred, or assigned new roles, training prepares them for both their current duties and future responsibilities. It builds leadership potential and ensures readiness for decision-making at higher levels.
3. **Empowers Employees:** Training improves employees' understanding of work processes, policies, and systems. Rather than relying on trial and error, they are equipped to make informed, rational decisions, thereby fostering accountability and professionalism.
4. **Updates Knowledge:** Periodic training helps keep employees up to date with the latest techniques in their field. It ultimately helps in the better integration of technology in the organisation.

5. **Increases Morale:** Well-trained employees have greater clarity about their roles and responsibilities, which boosts their morale, motivation, and self-confidence. This results in better service delivery and citizen satisfaction.
6. **Enhances Maturity and Crisis Management:** Trained employees are more mature, composed, and strategic in handling complex situations or crises. Training enhances their situational judgment, enabling them to adapt and perform effectively under pressure.
7. **Facilitates Organisational Change:** Governments undertake periodic reforms and modernisation, so periodic training helps employees adapt to change more easily. A trained workforce is more receptive to new ideas, policies, and organisational restructuring.
8. **Promotes Teamwork and Coordination:** Training fosters a shared understanding of goals, processes, and standards. This cultivates a spirit of cooperation, coordination, and collective accountability among employees, enhancing inter-departmental efficiency.
9. **Encourages Innovation and Creativity:** A well-trained employee is more likely to suggest improvements, develop new methods, and contribute to organisational innovation. Training thus becomes a driver of continuous improvement and public sector excellence.

Training is thus not just a tool for capacity building, but a key lever for administrative reform, public accountability, and governance transformation. An investment in training translates into greater institutional effectiveness, improved service quality, and stronger democratic institutions.

Types of Training

Employees working in organisations or the civil services undergo different types of training during their service. Following is a brief review of the different types of training an employee undergoes:

1. **Formal Training and Informal Training:** As per this categorisation, training can be broadly categorised into formal and informal modes, each serving distinct but complementary roles in enhancing the capacity of civil servants.
 - a) **Formal Training:** Formal Training is when an employee receives structured training that may require them to be located elsewhere. It is also known as 'Off-the-Job Training'. Formal training is planned and structured, with a specific curriculum delivered by specialised trainers using standardised techniques, in a designated setting for a group of employees. Lecture methods, group discussions, seminars, workshops, assignments, and projects are used to train employees. Such training may lead to professional diplomas/degrees, and employees receive certificates of participation at the end of the training. It is provided

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

before employees join the service or at different stages of their careers. It can be pre-entry (Foundation Training) or in-service (Mid-Career Training)

Examples:

- i Foundation Course for newly recruited Group A Services – IAS, IPS & IFS at LBSNAA, Sardar Vallabhbhai Patel National Police Academy, Hyderabad & Indira Gandhi National Forest Academy, Dehradun
 - ii Mid-Career Training Programme (MCTP) for IAS officers at 15, 25 & 30 years at LBSNAA
- b) **Informal Training:** In Informal Training, the employees are trained while working in their position by their seniors or colleagues. It is also known as 'On-the-Job Training'. No special efforts or specialised trainers are needed to train employees. This type of training does not have a set schedule or standardised methods, and it depends on the person delivering it and the person receiving it. It is based on real-time experience, problem-solving, shadowing and task-based coaching. Informal training, depending on mentors' skills and attitudes, may lack consistency and standardisation. It may lead to confusion, errors, low morale and frustration amongst employees of the organisation.

Examples:

- i A district-level junior officer learning about land administration by observing the District Collector
- ii Field-level officers observe disaster management drills and adapt to standard operating procedures.

While formal training ensures standardised knowledge and professional development through structured programmes, informal training complements it by offering real-world, experience-based learning. A combination of both is essential for building a well-rounded, capable, and adaptive civil service in India.

2. **Pre-Entry and Post-Entry Training:** Training of civil servants can be broadly classified into pre-entry and post-entry training, based on whether it is imparted before or after an individual assumes official responsibilities. Both forms are critical in shaping a capable, well-prepared, and professional workforce in public administration.

Pre-Entry Training: Pre-Entry Training refers to the education or training that individuals receive before being appointed to a particular job or service. It equips them with basic academic, technical, or vocational skills required for their future roles. This training may be acquired through formal institutions such as schools, colleges, universities, or industrial training

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

institutes (ITIs). In the context of civil services, pre-entry training also includes foundation training courses conducted immediately after selection but before job placement, such as those provided by national academies.

Examples:

- i General education or degrees in public administration, law, or economics obtained before joining the service
- ii ITI training for technical posts (clerks, assistants, engineers, etc.)
- iii Foundation Course for Group A services (IAS, IPS, IFS) at LBSNAA before field posting

Post-Entry Training/In-Service Training: Post-Entry Training is provided after an individual joins an organisation. It may be delivered formally through structured programmes or informally through on-the-job learning and mentoring. Such training enhances employee efficiency, adaptability, and responsiveness over time.

The main objectives are to:

- i. Help the employee understand the ethos, values, and functioning of the organisation
- ii. Upgrade skills in line with emerging challenges, tools, and policy changes
- iii. Ensure continuous professional development

Examples:

- i. Refresher courses at the Institute of Secretariat Training and Management or State-Level Training Institutions for Secretariat staff
- ii. Mid-Career Training Programme (MCTP) for senior IAS/IPS/IRS officers
- iii. Training on the Public Financial Management System (PFMS), the Government e-Marketplace (GeM), the Right to Information Act (RTI), e-Governance, and digital tools was conducted by the National Institute for Good Governance, the Institute of Secretariat Training and Management, National Informatics, and others.

While pre-entry training prepares individuals for entry into public service by building essential knowledge and competencies, post-entry training focuses on deepening their skills and aligning them with institutional goals. Both types of training ensure that civil servants are not only job-ready but also equipped to develop with the dynamic demands of governance.

3. **Centralised and Departmental Training:** Centralised and Departmental training are two distinct approaches to employee development within an

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

organisation. One is at the centralised level while the other is at the departmental level.

Centralised Training: Centralised Training is where employees from several departments or services are brought together at a common training institute, usually at the national or state level. These institutions offer standardised, general training modules aimed at developing interdepartmental coordination, administrative values, and broader public service competencies. The main focus is on imparting foundational skills, ethical values, knowledge of public policy issues, governance, e-governance, and leadership training.

Examples

- i. Lal Bahadur Shastri National Academy of Administration (LBSNAA) at Mussoorie, Uttarakhand, India
- ii. State-Level Training Institutes: Example - Punjab - Mahatma Gandhi State Institute of Public Administration (MGSIPA), Chandigarh
- iii. Sardar Vallabhbhai Patel National Police Academy Location: Hyderabad, Telangana

Departmental Training: Departmental training is tailored to the specific requirements of employees within a particular ministry, department, or organisation. It focuses on equipping them with the technical skills, procedures, rules, and domain-specific knowledge necessary for their functional roles. This type of training is usually conducted by the department itself or through specialised in-house training units.

Examples:

- i. Training for Indian Revenue Service officers at the National Academy of Direct Taxes (NADT), Nagpur
- ii. Training for Customs and GST officers at the National Academy of Customs, Indirect Taxes and Narcotics (NACIN)
- iii. Indira Gandhi National Forest Academy (IGNFA) for the Indian Forest Service personnel

Both centralised and departmental training are complementary components of the training system. While centralised training helps in building a common administrative vision and ethical foundation, departmental training ensures specialised functional efficiency. Together, they contribute to a capable and well-rounded civil service.

4. **Short-Term and Long-Term Training:** Training programs for civil servants in India are broadly categorised into short-term and long-term,

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

based on their duration, purpose, and content. Both types serve different objectives and are crucial in shaping the professional development of government officials.

Short-Term Training: The short-term training course can be from a few days to a few weeks. It focuses on immediate skill augmentation, policy orientation, or thematic updates. It is intended to address the evolving needs of governance, such as new legislations (e.g., RTI, GST, NEP), digital tools (e-office, PFMS), disaster management procedures, or current priorities like gender sensitivity and citizen-centric service delivery. These are intensive interventions, usually lasting a few hours to a few days or a few weeks, and are often conducted in-service to minimise disruption to official duties.

Examples:

- i. In-Service Training on Critical Issues of Governance in PRIs and Rural Development for 5 days by (LBSNAA)
- ii. In-Service Training on Breaking Barriers, Building Prosperity: Strategies for Women's Economic Inclusion for 5 days by (LBSNAA)
- iii. In-Service Training Programme on Capacity Building and Sensitisation Programme on Criminal Law Reforms in India for 5 days by (LBSNAA)

Long-Term Training: Long-term training, on the other hand, offers wide-ranging academic, professional, or leadership development. These are often post-graduate diplomas or degree programs, mid-career overseas training, or multi-phase capacity-building courses, aimed at preparing civil servants for higher responsibilities. They may include exposure visits, case study modules, strategic planning, and policy simulation, and usually span several months to years. Long-term training is particularly important for senior officers, preparing them for roles in national policy formulation and leadership.

Examples:

- i. District Training Programme of IAS 2023 Batch for 51 weeks by (LBSNAA)
- ii. IAS Professional Course Phase-I Batch for 22 weeks by (LBSNAA)

Both short-term and long-term training serve as building blocks in a civil servant's career. While short-term courses help officials stay current and agile, long-term training builds strategic, analytical, and leadership capacities. India's administrative training system ensures a balanced mix of both types to foster a responsive and future-ready bureaucracy.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

5. **Orientation Training and Refresher Training/Courses:** Orientation and Refresher Training are essential components of the learning and development strategy of an organisation. Orientation Training is for new employees, while Refresher Training is designed for existing employees.

Orientation Training: Orientation training is provided to employees immediately upon joining a service, post, or organisation. Its primary objective is to familiarise them with the organisation's mission, structure, and core functions. It helps new entrants understand the rules, regulations, values, and workplace culture essential for professional conduct. Additionally, it equips them with the basic knowledge and skills required to perform their duties effectively and confidently from the outset.

Examples:

- i. Indian Administrative Services (Foundation Course) at LBSNAA for 3-4 months
- ii. State Public Services – Orientation Course at the State-Level Training Institutions for 2-3 weeks

Refresher Training: Refresher Training is given after an employee has spent a few years in their job. It helps update employees' knowledge, skills, and attitudes to meet the changing job requirements of the present times. It is sector-specific, conducted periodically or based on the requirements of the service/department. Refresher Training helps avoid professional stagnation.

Examples:

- i. Refresher Course on RTI and Transparency at the Institute of Secretariat Training & Management, and the National Centre for Good Governance
- ii. Refresher Course for Under Secretary-Level Officers with Six Years of Service at the Institute of Secretarial Training and Management.

Orientation and refresher training are two key pillars of the Indian civil services' capacity-building strategy. While orientation builds foundational knowledge and identity, refresher training ensures that officers remain relevant, capable, and aligned with contemporary governance needs.

6. **Skill and Background Training:** Skill and background training programmes play a vital role in equipping employees with the competencies required to perform their roles effectively while fostering professional growth. Together, these programmes help bridge gaps in expertise, build

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

confidence, and create a resilient workforce that's ready to adapt to changing demands.

Skill Training: Skill training focuses on developing employees' practical, technical, and operational abilities needed to perform day-to-day responsibilities effectively. It is task-oriented and directly aligned with the functional roles of government employees. Skill training is especially important when new technologies, administrative tools, or procedures are introduced, ensuring that officials stay up to date and proficient in modern governance practices. Skill Training areas include Public Finance & Accounting Software, RTI handling, Digital Platforms and Office Procedures.

Examples:

- i. File Management and Noting-Drafting at the Institute of Secretarial Training and Management, New Delhi, for Junior Secretarial Assistants
- ii. Court Case Handling Training at the Department of Personnel and Training for Section Officers and Law Assistants

Background Training: Background Training provides theoretical and contextual knowledge of broader social, economic, administrative, and political dynamics that influence public decision-making. It is general in nature, aimed at developing a holistic, informed perspective that empowers civil servants to address governance challenges strategically and responsibly. It deepens their understanding of development issues, policy frameworks, and societal needs and supports evidence-based, citizen-centric administration. Background Training areas include decentralisation and local governance, environment, climate change and sustainability, public health, gender and social inclusiveness.

Examples:

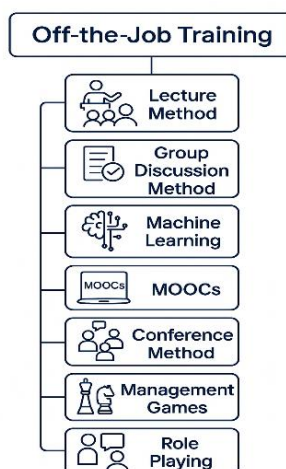
- i. Ethics and Integrity in Public Administration by LBSNAA for All India Services
- ii. Social Sector Governance at the National Institute of Rural Development and Panchayati Raj, Hyderabad.

Both skill and background training are essential to build a competent and well-rounded civil service. While skill training ensures administrative efficiency, the background training fosters strategic thinking, sensitivity to social issues, and contextual decision-making, aligning governance with citizens' needs.

Methods of Training

The choice of training methods depends largely on the nature, objectives, and setting of the training programme. Broadly, training methods are classified into two major categories: Off-the-Job Training and On-the-Job Training. Each category includes specific techniques tailored to meet different learning needs and organisational goals.

- I. **Off-the-Job Training:** Off-the-Job Training involves structured sessions conducted away from the regular work environment, using methods such as lectures, group discussions, simulations, role-plays, and case studies. These methods impart theoretical knowledge, conceptual clarity, and leadership development in a focused setting. Off-the-job training methods include:



1. **Lecture Method:** The Lecture Method is one of the most traditional and widely used training techniques, especially in structured learning environments. In this method, the trainer or subject expert delivers a lecture on a specific topic to a group of trainees, often supported by visual aids, presentations, or handouts. The lecture method is effective for imparting theoretical knowledge, concepts, policies, and procedural understanding to a large audience within a short period. This method is often considered one-way communication, but incorporating interactive elements such as question-and-answer sessions, group discussions, and real-life examples enables two-way engagement between the trainer and trainees.

The lecture method is widely used in civil services training academies such as LBSNAA, ISTM, and State ATIs. It remains a valuable tool for introducing new topics, laying the theoretical foundation for further discussion, and ensuring uniform dissemination of knowledge across diverse groups of officers.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

2. Group Discussion Method: Group Discussion (GD) is an interactive training technique where a group of trainees is assigned a specific topic, problem, or policy issue to discuss collaboratively. Participants share their opinions, experiences, and arguments in a structured or semi-structured format, allowing for diverse perspectives to emerge. This method encourages critical thinking, active listening, articulation of ideas, and collaborative problem-solving. It also helps assess communication skills, leadership qualities, and emotional intelligence—traits essential for civil servants and administrators. Group discussions can be effectively integrated with other methods, such as lectures or case studies, to deepen understanding and test the application of theoretical knowledge in real-world scenarios.
- i. Exercises: Activity-based training tools used to evaluate and reinforce learning. They may include quizzes, simulations, fill-in-the-blanks, scenario-based questions, or practical tasks that help trainees reflect on what they have learned. It can be used at the beginning of a session to assess prior knowledge, during the session for reinforcement and at the end to evaluate knowledge. In civil services training, exercises are often used in public finance modules, service rule orientation, or digital governance training to assess officers' functional readiness.
 - ii. Workshop Method: The Workshop Method is a participatory, hands-on training technique that focuses on developing practical skills through direct engagement and application. A typical workshop involves a brief introductory lecture, Interactive exercises or role-based activities in small groups, and a concluding discussion to reflect on the learning. Workshops are highly effective for training in areas such as project management, grievance redressal systems, drafting government orders, or using digital platforms like PFMS or GeM.

Group Discussions, Exercises, and Workshops promote active learning, peer collaboration, and skill development. When combined with traditional methods such as lectures, they create a comprehensive and dynamic training environment essential to building an effective civil service.

3. Case Study Method: The Case Study Method is a rigorous, analytical training approach that presents trainees with real-world or hypothetical situations involving administrative and operational challenges. Participants are required to analyse situations critically, identify the primary issues, and recommend practical, evidence-based solutions grounded in rules and past understanding. This method promotes active

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

learning, problem-solving, and decision-making abilities that enhance their analytical, communication, and teamwork skills. This method is widely used in civil service training institutions such as LBSNAA and ISTM, helping officers prepare for real-world governance and policy implementation.

4. Machine Learning: Machine Learning is an emerging, innovative approach that leverages Artificial Intelligence (AI) to analyse employee performance, personalise learning paths, and deliver adaptive, data-driven training. By using algorithms that learn from user behaviour and feedback, machine learning can help tailor content to individual needs, making training more efficient, targeted, and continuous.
5. Massive Open Online Courses (MOOCs): Massive Open Online Courses (MOOCs) are a modern and flexible method of teaching and training, offered digitally by educational and training institutions worldwide. They are accessible to a large number of learners, including civil servants and employees, regardless of their location. MOOCs deliver learning through a combination of video lectures, interactive quizzes, assignments, discussion forums, and hands-on projects, allowing learners to progress at their own pace without disrupting in-service personnel's official duties. MOOCs enhance technical knowledge, policy understanding, and professional competencies across several subjects like governance, data analytics, cybersecurity, public finance, and climate change. In India, platforms such as SWAYAM, NPTEL, and iGOT Karmayogi offer MOOCs tailored to the needs of public servants, aligned with the vision of Mission Karmayogi (the National Programme for Civil Services Capacity Building).
6. Conference Method: This method employs a collaborative and participatory training approach in which trainees from diverse departments, services, or organisations come together to discuss a predefined topic, issue, or policy challenge. The participants actively interact, exchange ideas, and share insights drawn from their professional experiences and research under the guidance of a chairperson or facilitator. The conference method fosters cross-functional learning by exposing trainees to a wide range of perspectives on administrative and governance issues, enhancing analytical thinking, communication, and consensus-building skills, and encouraging a deeper understanding of complex policy matters. The trainees develop a holistic view of governance and build valuable inter-departmental coordination networks.
7. Management Games: Management games are engaging, interactive training methods that simulate real-life administrative or organisational challenges in a game-based format. These structured activities help

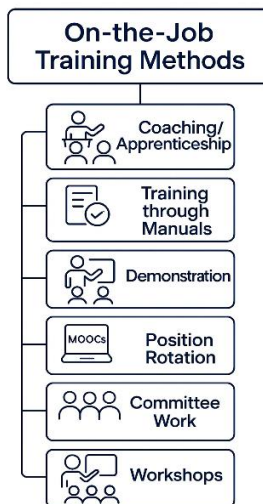
Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

trainees learn complex managerial concepts—such as planning, decision-making, teamwork, and resource allocation—in a fun, competitive, and experiential way. It encourages hands-on participation, a high level of interaction, collaboration, and strategic thinking among trainees. They are particularly effective in leadership development, problem-solving, and crisis management training, making the learning process both memorable and impactful. This method is increasingly used in civil service training academies to build critical administrative skills in a dynamic, low-risk environment.

8. **Role Playing:** Role-playing is an interactive and experiential training method in which trainees are assigned specific roles and asked to act out real-life scenarios or workplace situations. This technique helps participants internalise concepts, understand diverse perspectives, and develop empathy. It is effective at developing soft skills such as communication, leadership, conflict resolution, and ethical decision-making. By simulating realistic challenges, role-playing promotes active learning, encourages group participation, and helps trainees practice handling complex administrative situations in a safe and controlled environment.

II. On-the-Job Training Methods

On-the-Job Training is delivered in the actual work environment, using methods such as coaching, mentoring, demonstration, and job rotation. These methods emphasise learning by doing, providing employees with real-time exposure and practical understanding of their roles, as follows:



1. **Coaching/Apprenticeship:** In this On-the-Job method, employees are trained by supervisors, seniors, or experienced colleagues while performing their daily responsibilities. The trainer provides guidance,

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

feedback, and hands-on instruction, creating a continuous, contextual learning experience. Since this method integrates training with actual work, it often lasts longer than Off-the-Job programs and is particularly useful for developing job-specific competencies.

2. Training through Manuals: This method involves training employees using organisational manuals, handbooks, and Standard Operating Procedures (SOPs). These resources provide step-by-step guidance on routine tasks, systems, or compliance requirements. It promotes self-learning and consistency in work performance, especially in rule-bound environments such as government departments.
3. Demonstration: In the demonstration method, a supervisor or expert physically demonstrates how a task or process should be performed. This method enables visual learning and real-time clarification. Employees then replicate the process under supervision until they gain proficiency and confidence. It is primarily useful for technical or procedural roles in areas such as engineering, accounts, procurement, and office management.
4. Position Rotation: Job or position rotation involves transferring an employee periodically to different roles within the organisation. This exposes them to multiple functions and departments, thereby broadening their perspective and understanding of interconnected operations. It also fosters appreciation for diverse responsibilities, enhances versatility, and prepares employees for higher-level or leadership roles.
5. Committee Work: Employees are assigned to various committees (e.g., procurement, grievance redressal, disciplinary boards). Participation allows them to observe, contribute, and learn through deliberation and decision-making. Over time, employees develop an understanding of policy, coordination skills, and procedural clarity, making it a valuable method for mid-level and senior administrators.
6. Workshops: In-house workshops provide a hands-on, participatory learning experience in which employees work on practical tasks or real-life problems under expert facilitation. Workshops typically include a brief lecture, group activities, and discussions, ensuring active engagement and immediate skill application. This method is particularly effective for lower-level staff who benefit from demonstration-based and practical training.

Thus, several 'Off the Job' and 'On the Job' training methods help to train the employees. To make the training effective and interactive, the trainers use these methods in combination. The training method also depends on the level of employees who will receive it. For senior employees, there can be the Lecture method, Case-Study method, and Conference Method. For workers at the lower end of the hierarchy, the workshop method is considered very effective.

Training of Civil Services in India

Training is a core element of human resource development in public administration. It is a planned process aimed at enhancing the knowledge, skills, attitudes, and competencies of civil servants, thereby improving their efficiency, effectiveness, and ethical standards. Given the wide-ranging responsibilities of civil servants in India—from policy formulation to service delivery at the grassroots—professional training is essential at all levels to address complex administrative, social, technological, and ethical challenges.

Training not only shapes probationers into capable administrators but also keeps senior officers up to date on emerging trends, innovations, and best practices. The government has established a structured training system for higher civil services like the IAS, IPS, and IFS. This system includes foundation courses for probationers, as well as in-service and mid-career training for serving officers at institutions such as LBSNAA, the Sardar Vallabhbhai Patel National Police Academy, and State Administrative Training Institutes. The following outlines the training framework for higher civil services in India.

All India Services & Central Civil Services

Training to the personnel of the All India Services and Central Civil Services Group 'A' is provided at the Lal Bahadur Shastri Academy of Administration at Mussoorie.

The Probationers of the All India Services and Central Civil Services undergo a five-month Foundational Course and then proceed to special training in their service-specific training institutions. The Foundational course enables probationers from different services to understand the intricacies of the Indian democratic system by studying the Constitution, government, and socio-economic aspects. It also aims to foster a sense of belonging among probationers across different services. At the end of this course, the probationers of other services move to their respective training centres. The IAS probationers stay back to undergo institutional training.

The training pattern for the IAS is also known as the 'sandwich course'. In this pattern, the probationers undergo three phases of training – IAS Professional Training Phase I, Field Training for one year, and IAS Professional Training Phase II. The field training gives a probationer an accurate view of the administration. After this phase, the probationers come back for another spell at the Lal Bahadur Shastri Academy of Administration. During this phase, the probationer discusses their experiences, observations, and problems encountered during field training. At the end of the IAS Professional Training Phase II, the probationers take an examination. After clearing the examination, they are confirmed and go for their first posting.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

Foundation Course

The duration of the foundation course for the officer trainees of the Indian Administrative Service, Indian Police Service, Indian Forest Service, Indian Foreign Service and other Central Civil Services Group 'A' is 15 weeks. It marks the beginning of the two-year training course for the candidates. The Course is designed to provide officer trainees with an introduction to the spirit and values of the higher civil services, especially integrity, humanism, service, and professionalism. In addition, it introduces officer trainees to various aspects of Indian society and the problems faced by the most vulnerable sections. The primary objectives of the course are to:

1. Familiarise the Officer Trainees with the administrative, social, economic and political environment of the country in which they are expected to serve.
2. Make the officer trainees aware of the challenges and opportunities available to them within the Civil Services.
3. Stimulate the overall development of the Officer Trainees' personalities.
4. Generate greater coordination amongst the members of different Civil Services by building esprit de corps.

The officer trainees receive input in subjects such as Public Administration, Economics, Political Science, Law, Management & Behavioural Science, and History & Culture. In addition, training on Information and Communication Technology is also provided to the officer trainees.

Lectures by eminent figures from the social, political, cultural, and economic spheres are organised to raise awareness of the country's social, economic, and political environment.

The co-curricular activities organised during the Foundation Course include:

- i. Short weekend treks.
- ii. High-altitude trek in the Himalayas to foster a spirit of adventure.
- iii. Village visit to understand the socio-economic and political dynamics that exist at the village level.
- iv. Fete.
- v. India Day to celebrate the culture, customs, arts and crafts of our country.
- vi. An Athletics Meet and
- vii. other such activities.

After completing the foundational course, officer trainees belonging to the IAS remain in the Academy. Officer trainees from other services leave for their respective academies to undergo further training.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

Training Institutions: Some training institutions in which the probationers of the Civil Services undergo training are:

- Indian Police Service - Sardar Vallabhbhai Patel National Police Academy in Hyderabad.
- Indian Forest Service - Indira Gandhi National Forest Academy in Dehradun.
- Indian Foreign Service - Foreign Service Institute (FSI) in New Delhi.
- Indian Revenue Service (Income Tax) – National Academy of Direct Taxes, Nagpur.
- Indian Revenue Service (Customs and Central Excise) – National Academy of Customs, Excise and Narcotics.
- Indian Railway Service - National Academy of Indian Railways (NAIR), Vadodara.

Professional Training for IAS

The Professional training of the IAS officer trainees is divided into two phases:

1. IAS Professional Course Phase-I; and
2. IAS Professional Course Phase-II

IAS Professional Course, Phase - I

The duration of the IAS Professional Course Phase I is approximately 22 weeks. Training is provided in several subjects so that they can handle assignments of different kinds throughout their careers. The objectives of this course are to:

- a) Make the officer trainee aware of the emerging socio-economic and legal aspects in which the trainee is expected to serve.
- b) Equip them with the knowledge and skills required to perform their administrative duties.
- c) Introduce them and make them proficient in the language of the state allotted to them.
- d) Give an understanding of the socio-economic and cultural background of the allotted state.
- e) Increase their communication skills.
- f) Make them physically fit.
- g) Follow the spirit of Sheelam Param Bhushanam, which means that character is the highest virtue.

Winter Study Tour

In this phase of professional training, the officer trainees are taken for the Winter Study Tour, also called Bharat Darshan. The objective is to expose the officer

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

trainee to the diversity of the country and to understand the functioning of the administrative offices.

Upon completing the Professional Course Phase I, the officer trainees leave the Academy for one year of district training in their allotted cadres.

District Training (Field Training)

The duration of district training is 52 weeks. The officer trainees undergo one year of training in their allotted state cadres. They get hands-on training during this time in various administrative offices. The objectives of district training are to :

1. Understand the organisational structure, roles and responsibilities of their places of training.
2. Understand office procedures.
3. Understand financial procedures.
4. Programme implementation, monitoring and reports.
5. Problems at various levels.

At the end of the field training, the OTs report back to the Academy for Professional Training Phase II.

IAS Professional Course Phase-II

IAS Professional Course Phase II lasts six weeks. The officer trainees come back to the Academy for the IAS Professional Course Phase II. During this phase, the officer trainees share the experiences they have gathered in previous phases, consolidate their learning, and assimilate the experience gained during district training and while working at various offices. In addition, this phase prepares them for the problems and challenges they face in their career during their initial years. The objectives of this phase are:

- a. To analyse experiences gained during District Training.
- b. To understand the imperatives of working at the field level to improve public service delivery.
- c. To suggest measures to improve managerial and ICT skills at the district level.

Training is imparted through interactive teaching methodologies. In addition, the detailed and intensive discussion helps train officer trainees during this phase. A compulsory morning fitness routine helps to maintain the physical fitness of the officer trainees. Adventure sports, including river rafting, parasailing, rock climbing, and treks, are also organised for the officer trainees.

Induction Training for State Civil Service Officers Promoted to IAS

Civil servants promoted to the IAS from the state civil services undergo induction training at the Lal Bahadur Shastri National Academy of

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

Administration. This training is for six weeks, including one week of Bharat Darshan. The objectives of this course are:

1. To help them understand the nature of the All India Services and develop an all-India perspective among officers.
2. To make them aware of the latest policies and programmes in various sectors.
3. To inculcate in them the principles of collaboration and leadership.

The officers are trained by providing them with vital inputs in Economics, Public Administration, Management and contemporary affairs.

In-Service Courses

The Academy also conducts In-Service/Mid-Career training programmes for middle and senior-level IAS officers. These courses are designed to equip officers with the skills and knowledge needed to excel in their work, improve public services, and enhance communication. In-Service/Mid-Career courses are for:

1. IAS Officers with 7-8 years of seniority (four weeks).
2. IAS Officers with 15-16 years of seniority (four weeks).
3. IAS Officers with 26-28 years of seniority (three weeks).

Shortcomings of the Training System in India

The training system in India is often criticised as the trainees cannot derive maximum benefit from it. The training system in India is beset with the following shortcomings:

1. Traditional and Outdated Methods: State- and local-level training institutions use traditional rather than innovative, interactive methods. So, the trainees neither understand nor does it have any value.
2. Syllabus not Updated: The training institutions imparting training do not update the syllabus regularly. The training material is outdated, and the content is not relevant to the actual job situation.
3. Irrelevant Content of the Training Programme: Sometimes the content of the training programme is irrelevant to their official duties and offers little value, so they are not interested in attending.
4. Lack of Evaluation: Systematic evaluation of trainees' knowledge gained during and after training is not conducted, so the effectiveness of the training programme cannot be ascertained.
5. Unsuitable Selection: A trainee may not be selected for a training programme judiciously, so an appropriate person may not be sent for training. In the case of ex-India training, nepotism rather than a candidate's suitability for the training programme may be the deciding factor.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

6. Fewer Training Institutions: The number of civil servants exceeds the number of state-of-the-art training institutions. So, many civil servants may not receive training in these institutions and have to be trained at mediocre institutions.
7. Ill-Equipped Training Institutions: Training institutions may not be well equipped to handle the increasingly changing training needs of the civil services in the modern welfare state.
8. Lack of Zeal: Sometimes trainees lack the zeal to study and may attend a training course merely as a service requirement rather than to learn, leading to a waste of resources.
9. Trainers are not Trained: Nowadays, we have seen dramatic changes in society. During the COVID-19 pandemic, the work of civil servants has undergone a sea change. The new technologies have changed the way we work and learn. In such a situation, the trainers are not adequately trained to handle the rapidly changing subject matter.
10. Absenteeism: Training courses are also beset by indiscipline and absenteeism. Absenteeism by some trainees from the training programmes due to personal or official reasons leads to indiscipline and disruption, and lowers the interest of other trainees.

Measures to Make Training Effective

The training can be made effective by the following methods:

1. Training by Objectives: The personnel agencies and the training institutions need to identify the specific objectives of a training programme. Training by Objectives will help increase trainees' interest.
2. Training Policies: Just as there are personnel and recruitment policies, specific, tailor-made training policies should be developed for different levels of functionaries.
3. Innovative Pedagogy: The use of modern pedagogical techniques will ignite and sustain trainees' interest in the training programmes.
4. Update Syllabi: Syllabi must be updated periodically to include contemporary topics.
5. Research-Based Training Programmes: Research-based training programmes can help inculcate analytical skills amongst trainees.
6. Training for Trainers: Trainers require periodic training to update their skills to handle trainees who may be more knowledgeable.
7. Senior Functionaries as Trainers: Assigning senior civil servants with practical field experience to training institutions can motivate trainees to achieve excellence.
8. Incentives: Sometimes, senior functionaries are not interested in being placed as trainers. An incentive system for such functionaries will motivate them to take on the role of a trainer.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

9. Performance Management Training: The concept of Performance Management Training can be introduced to enable civil servants to give their best and strive for excellence.
10. Periodic Re-Skilling: Rapidly changing technology increases the need to re-skill civil servants more frequently. 'On the Job' training courses for re-skilling can be very fruitful for civil servants in updating their knowledge.
11. Optimum use of Technology: The optimal use of e-learning platforms, AI simulations, and data analytics in training programmes will enhance them. The integration of MOOCs, iGAT Karmayogi, and other digital tools will also help.

Conclusion

Training helps update the knowledge and skills of civil servants, so they receive periodic training in relevant fields. Both the 'On the Job' and 'Off the Job' methods are adopted to train the civil servants at service-specific training institutions. However, the higher civil services training system faces challenges due to the changing subject matter and evolving technology.

Important Terms/Concepts/Information

1. **Training:** William G. Torpey: Training is the process of developing employees' skills, habits, knowledge, and attitudes in their present governmental positions and preparing them for future government positions.
2. **Formal Training:** Formal Training is when an employee is given formal, structured training that may require them to be located elsewhere. It is also known as 'Off-the-Job Training'. Formal training is planned and structured, with a specific curriculum delivered by specialised trainers using standardised techniques, in a designated setting for a group of employees.
3. **Informal Training:** In Informal Training, the employees are trained while working in their position by their seniors or colleagues. It is also known as 'On-the-Job Training'. No special efforts or specialised trainers are needed to train employees. This type of training does not have a set schedule or standardised methods, and it depends on the person delivering it and the person receiving it.
4. **Pre-Entry Training:** Pre-Entry Training refers to the education or training that individuals receive before being appointed to a particular job or service. It equips them with basic academic, technical, or vocational skills required for their future roles. This training may be acquired through formal institutions such as schools, colleges, universities, or industrial training institutes (ITIs).
5. **Post-Entry Training/In-Service Training:** Post-Entry Training is provided after an individual joins an organisation. It may be delivered formally through structured programmes or informally through on-the-job learning and mentoring.
6. **Centralised Training:** Centralised Training is where employees from several departments or services are brought together at a common training institute, usually at the national or state level. These institutions offer standardised, general training modules aimed at developing interdepartmental coordination, administrative values, and broader public service competencies.
7. **Departmental Training:** Departmental training is tailored to the specific requirements of employees within a particular ministry, department, or organisation. It focuses on equipping them with the technical skills, procedures, rules, and domain-specific knowledge necessary for their functional roles.
8. **Short-Term Training:** A short-term training course can last from a few days to a few weeks. It focuses on immediate skill augmentation, policy orientation, or thematic updates. It is intended to address the evolving needs of governance, such as new legislations (e.g., RTI, GST, NEP),

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

digital tools (e-office, PFMS), disaster management procedures, or current priorities like gender sensitivity and citizen-centric service delivery.

9. **Lecture Method:** The Lecture Method is one of the most traditional and widely used training techniques, especially in structured learning environments. In this method, the trainer or subject expert delivers a lecture on a specific topic to a group of trainees, often supported by visual aids, presentations, or handouts.
10. **Machine Learning:** Machine Learning is an emerging, innovative approach that leverages Artificial Intelligence (AI) to analyse employee performance, personalise learning paths, and deliver adaptive, data-driven training.
11. **Training Institutions:** Some training institutions in which the probationers of the Civil Services undergo training are:
 - a. Indian Police Service - Sardar Vallabhbhai Patel National Police Academy in Hyderabad.
 - b. Indian Forest Service - Indira Gandhi National Forest Academy in Dehradun.
 - c. Indian Foreign Service - Foreign Service Institute (FSI) in New Delhi.
12. **Winter Study Tour:** The officer trainees are taken for the Winter Study Tour, also called Bharat Darshan. The objective is to expose the officer trainee to the [country's diversity](#) and [to understand the functioning of administrative offices](#).

Short and Long Questions

Short Answer Type Questions

1. Define Training.
2. Give the significance of Training.
3. Write a note on any two types of Training.
4. Write any three 'On-the-Job Training' methods.
5. Write any three 'Off-the-Job Training' methods.
6. Write a note on Training for Civil Services in India.
7. Write a note on the Shortcomings of the Training System in India.
8. Write a note on the measures to improve the Training System in India.
9. Give the names of Institutions where training is held for IAS, IPS and IFS.

Long Question

1. Define Training. Give its importance. Discuss different types of Training.
2. Define Training. Give its importance. Discuss 'On the Job' and 'Off the Job' methods of Training.
3. Discuss the Training system for the Civil Services in India.

MCQs for Competitive Examinations:

<https://forms.gle/4VtG6FnHqEykTGF8>

Suggested Readings

1. Sharma, Vibha. Public Personnel Administration – with Special Reference to India, Jalandhar: New Academic Publishing Co, 2025
2. R.K. Sapru (1985). Civil Service Administration in India, Deep and Deep, New Delhi.
3. R.K. Arora (2006). Public Administration and Civil Services, Rajat Publication, New Delhi
4. S. L. Goel (2003). and Shalini Rajneesh. Public Personnel Administration. New Delhi: Deep and Deep.
5. M. P. Sharma, B. L. Sadana and Harpreet Kaur (2011). Public Administration in Theory and Practice. Allahabad: Kitab Mahal.
6. Relevant reading material from Egyankosh - <http://egyankosh.ac.in/>
7. Relevant reading material from e PG Pathshala - <https://epgp.inflibnet.ac.in/>
8. Lal Bahadur Shastri National Academy of Administration, Mussoorie, Govt. of India. <https://www.lbsnaa.gov.in/menu/about-training>
9. Sardar Vallabhbhai Patel National Police Academy <https://www.svpnpa.gov.in/>
10. Indira Gandhi National Forest Academy <https://www.ignfa.gov.in/home.php#>

Unit - III

Chapter 7 Code of Conduct and Discipline

Objective: The objective of this chapter is to make the students understand:

1. [Meaning of Code of Conduct](#)
2. [Significance of Code of Conduct](#)
3. [Committees on Code of Conduct](#)
4. [Civil Services Code of Conduct](#)
5. [Discipline](#)
6. [Causes of Disciplinary Proceedings](#)
7. [Form of Disciplinary Action](#)
8. [Disciplinary Proceedings](#)
9. [Appeals](#)
10. [Important Terms/Concepts/Information](#)
11. [Short and Long Questions](#)
12. [MCQs for Competitive Examinations](#)
13. [Suggested Readings](#)

Introduction

India, undergoing reform and on the threshold of modernity, requires a committed workforce. In a vast and diverse country, it is challenging to achieve economic and social advancement objectives. Civil services are the primary instrument through which the government can usher in changes to improve the system. The country requires men and women of high integrity to perform this challenging task. As not everyone can be expected to maintain their integrity and conduct on their own, the civil services have specific rules that everyone must follow. These are the conduct rules, or the Code of Conduct, of the civil service.

Meaning of Code of Conduct

A Code of Conduct consists of rules and standards of behaviour for employees. It acts as a guide to his actions both at work and in his personal life. It is legally enforceable. In simple words, the code of conduct for civil servants specifies the Do's and Don'ts for them. Disciplinary action can be initiated against a civil servant for a breach. The procedure for disciplinary proceedings and the quantum of punishment have also been standardised to ensure uniformity.

Significance of Code of Conduct

According to the Administrative Reforms Commission (ARC), the administration requires qualified and efficient workers and men of high integrity. Unfortunately, not all employees/civil servants have these qualities. To maintain integrity, the services have a service-specific code of conduct that all employees must follow. The Code of Conduct helps discipline employees who abuse their authority. The significance of the Code of Conduct is as follows:

1. The Code of Conduct helps in ensuring that the civil servants/employees use their authority to serve the people and do not abuse the authority they have to further their own ends;
2. The Code of Conduct helps in maintaining the political neutrality of the civil servants by ensuring that they do not take part in political activities that are prejudicial to the interests of both the services and the people;
3. The Code of Conduct is a benchmark that all are required to follow. If any employee/civil servant breaks the Code, then disciplinary action can be initiated against them. It ensures that employees perform their work diligently;
4. Code of Conduct helps in bringing uniformity in dealing with breaches of conduct;
5. Code of Conduct helps in upholding the values of integrity, honesty, impartiality, objectivity, dedication to public services, empathy and compassion in the civil services;
6. The Code of Conduct helps in making civil servants ideal role models for the people, and
7. The Code of Conduct also helps nurture honest employees by punishing those who breach it.

Committees on Code of Conduct

1. First Administrative Reforms Commission (Report on Personnel Administration, 1969)

The First Administrative Reforms Commission, in Chapter IX of its Report on Personnel Administration, highlighted the importance of maintaining a high standard of personal conduct and observing discipline, and stated that there must be a clearly articulated code of correct official behaviour and a provision for the punishment of those who deviate therefrom. It further stated that there should be a provision for punishing slackness and inefficiency.

2. Santhanam Committee (Committee on Prevention of Corruption, 1964)

For the first time, the Santhanam Committee recommended introducing a set of conduct rules. The committee recommended uniform conduct rules

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

to maintain integrity and inculcate values such as altruism and empathy for people with low incomes, which are hard to imbibe after joining the services. These need to be instilled in childhood through schools and family.

3. Hota Committee Report 2004

The Hota Committee recommended drawing up a Code of Ethics for civil servants to imbibe the values of integrity, merit, and excellence in the civil service. It also recommended that each department provide, in detail, the services to be delivered, the methods for grievance redressal, and the measures to evaluate performance.

4. Second Administrative Reforms Commission

Second Administrative Reforms Commission, in its fourth report on 'Ethics in Governance', in January 2007, recommended drafting a Bill – The Civil Services Bill - on Ethics to ensure a statutory basis for the Code of Ethics. The Commission felt that civil servants need to be guided by values such as integrity, impartiality, objectivity, dedication to public service, and empathy and compassion towards weaker sections.

Civil Services Code of Conduct

A competent civil service is indispensable for the growth and development of a modern welfare state. The civil servants have to work in a politically charged environment in democratic countries. They have to remain politically neutral, accountable, transparent, and responsive to society's needs. So, civil service requires highly qualified, skilled individuals with high integrity.

The framers of the Indian Constitution have ensured that the civil servants are protected from political influence by inserting Articles 309 to 312 in the Indian Constitution. These provisions empower the Union and State legislatures to regulate the recruitment and conditions of service of the civil servants. It also guards against their arbitrary dismissals. The Rule of Law has been included as a fundamental feature of our Constitution by its makers.

Conduct Rules have been made for the personnel working in the civil services. The All India Services (Conduct) Rules, 1968, govern the All India Services, and the Central Civil Services (Conduct) Rules, 1964 (updated), govern the Central Civil Services, guiding civil servants' conduct. The Conduct Rules of most civil services are similar to each other, except for the service-specific differences. The Conduct Rules based on the All India Services and Central Civil Services (Conduct) Rules are as follows:

CODE OF CONDUCT



Code of Conduct

1. Every member of the civil service is to maintain absolute integrity and devotion to duty and should do nothing unbecoming of a member of the civil service:
 - a. Every member is to maintain high ethical standards, integrity, honesty, political neutrality, accountability and transparency, responsiveness, courtesy and good behaviour;
 - b. Every member is to discharge their duties courteously and not adopt dilatory tactics in dealing with the Public;
 - c. Every member is to commit himself and uphold the supremacy of the Constitution and democratic values, defend and uphold the sovereignty and integrity of the country, take decisions in the public interest, not place himself under any financial or other obligation to any individual, not misuse his position as a civil servant, refrain from doing anything that may be contrary to law, act with fairness and impartiality, maintain discipline in discharge of his duties, maintain confidentiality and perform his responsibilities with the highest degree of professionalism and dedication to the best of his abilities;
 - d. Every member must act as per his own best judgment to be true and accurate, except when he is acting under the direction of his superior.
2. No member is to use his position or influence directly or indirectly to secure employment for his family with any private organisation or an NGO.
3. No member of the service should be a member of or be associated with any political party or organisation. He must not take part in, subscribe to or assist any political movement or political activity.
4. Civil servants should not publicly criticise government policies in any communication to either the press or the radio in their name, anonymously or under a pseudonym.
5. No member of the civil service is to, except with the previous sanction of the Government, give evidence in case of any inquiry conducted by any person, committee or authority.
6. No member of the civil service, except under an order of the Government or while performing his duties, shall communicate directly or indirectly any

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

official document or part of a document to any other person who is not authorised to know.

7. No member of the civil service can request, or receive, contributions to or otherwise associate himself with the raising of any fund in cash or in-kind in fulfilment of any objective.
8. A civil servant may accept gifts from his relatives or personal friends on the occasion of weddings, anniversaries, funerals or religious functions. He has to report to the government in case the value of the gift exceeds:
 - a. Rs 25,000 in the case of an employee holding a Group A post.
 - b. Rs. 15,000 in the case of an employee holding a Group B post.
 - c. Rs. 7,500 in case of an employee holding a Group C post.

In other cases, a government servant is not to accept any gift without the sanction of the government if the value of the gift exceeds:

- a. Rs 5000 in the case of Group A and Group B employees.
- b. Rs 2000 in the case of Group C and Group D employees.

Earlier, there were no specific provisions for gifts from foreign dignitaries. After the Amendments in 2021, the threshold for a civil servant to retain gifts is Rs. 5000; if the gift is of higher value, it is as per the Toshakhana rules.

9. No Government servant should give or take or abet the giving or taking of dowry. He should also not demand any dowry directly or indirectly from the parents or guardian of a bride or bridegroom.
10. No member of the service should receive any complimentary or valedictory address, except with the government's prior permission. He should not accept any testimonial or attend any meeting or entertainment held in his honour or in any other civil servant's honour.
11. No member of the civil service is to, except with the previous approval, directly or indirectly partake in any trade or business or accept any other paid employment, canvass in support of any business of an insurance agency owned by any member of his family.

A civil servant can, however, undertake honorary work of a social or charitable cause, literary, scientific or artistic work, provided it does not interfere with his official work.
12. No member of the service should sublet, lease or otherwise allow any other person to occupy a government accommodation allotted to him.
13. A member of the Service should manage his private affairs in a manner that he avoids habitual indebtedness or insolvency.
14. A member of the civil service should submit a return of his assets and liabilities to the government. The returns must include immovable property owned or acquired, shares, debentures, other movable property, debts, and other liabilities.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

15. A member of the civil service should not bring any political or other influence to the superior authority to further their interests.
16. No member of the civil service who has a living spouse shall contract another marriage with any person. Moreover, a civil servant cannot enter into or contract a marriage with a person having a living spouse. The government may permit an employee to enter into or contract such a marriage if it is permissible under the employee's personal law or there are sufficient grounds for doing so.
17. A member of the civil service should not be under the influence of any intoxicating drinks/drugs during their duty. He should not consume any such substance in a public place or appear in a public place in a state of intoxication.
18. No member of the civil service is to speculate in any stock, share or other investment.
19. No government servant should employ any child below the age of 14 years for work.

Discipline

Every civil servant is expected to conform to the conduct rules during their service, but there are always a few who will willfully or by mistake break the conduct rules. A civil servant who breaks the conduct rules and goes unpunished sets a bad example for others. It also lowers the morale of the other employees. Since not everyone can be expected to follow the rules, disciplinary proceedings are necessary when someone violates them.

Disciplinary proceedings conducted by departments or a central agency result in disciplinary action against an employee who violates the conduct rules. It also serves as corrective action to prevent them and other employees from violating the conduct rules. According to *Dr Spriegel*, Discipline is the force that prompts an individual or a group to follow the rules, regulations, and procedures considered obligatory to accomplish an objective. The force or fear of force restrains an individual from doing things which are thought to be destructive of group objectives. It also includes enforcement of penalties for violations.

DISCIPLINARY PROCEEDINGS



Causes of Disciplinary Proceedings

I. Acts amounting to Crimes

Disciplinary proceedings may be initiated against an employee/civil servant due to any one or more of the following reasons:

- a. **Embezzlement** – Misappropriation of assets entrusted to the employee/civil servant;
- b. **Falsification of accounts** – An employee/civil servant willfully and with the intent to defraud, destroy, change, mutilate or falsify accounts;
- c. **Fraudulent Claims** – Fraudulent claims are when an employee/civil servant intentionally leaves out, alters, or misinterprets important information to claim something/money. Examples, Transport Allowances and Leave Travel Concessions;
- d. **Forgery of Documents** – Forgery of a document is making a false document, or part of the document, with the intent to cause damage or injury to other people or to support their claim;
- e. **Theft of Government Property** – Theft of government property is when an employee/civil servant takes government property for their personal use or sells it;
- f. **Defrauding Government** – Defrauding the government of money or property by deception;
- g. **Bribery** – Bribery means an employee/civil servant gives, agrees to give or receives money or reward;
- h. **Corruption** – Corruption is any unlawful, illegal or improper behaviour to gain pecuniary benefit through illegitimate means;
- i. **Possession of Disproportionate Assets** – Possessing assets beyond the means of known sources of income; and
- j. **Offences related to other Applicable Laws** – This relates to employees/civil servants not conforming to other laws applicable to them.

II. Conduct amounting to a Misdemeanour

- a. **Disobedience of Orders** – Disobedience of Orders means an employee/civil servant willfully disobeys any order/directions;
- b. **Insubordination** – Insubordination means being insubordinate or disobeying an order of the lawful authority;
- c. **Misbehaviour** with:
 - i. Superiors;
 - ii. Colleagues;
 - iii. Subordinates; and
 - iv. Public.

- d. **Misconduct:**
 - i. Violation of Conduct Rules;
 - ii. Violation of Standing Orders;
 - iii. Intrigues and Conspiracy; and
 - iv. Insolvency.

Form of Disciplinary Action

After due process, the authorities impose penalties on employees/civil servants who breach conduct rules, commit crimes, or engage in misconduct or misdemeanour. Penalties imposed vary as per the severity of the crime and are categorised as follows:

Minor Penalties: Minor penalties are imposed on the employees/civil servants after they commit minor crimes and include the following:

1. **Censure** – Censure is expressing severe disapproval of something done by someone in a formal written statement;
2. **Withholding of promotion** – An employee/civil servant is not given a promotion as a penalty for a fixed time;
3. **Recovery** – Recovery is when the government recovers part or all of the monetary loss from the employee/civil servant who caused it. The loss may be due to his negligence or breach of orders, and
4. **Withholding of Increments** – The increment of the civil servant is withheld on account of a minor penalty.

Major penalties: Major penalties are imposed on the employees/civil servants after they commit major crimes and include the following :

1. Reducing to a lower stage in the time scale of pay for a specified period;
2. Compulsory retirement as a major penalty;
3. Removal from service that does not disqualify an employee/civil servant from future employment under the government; and
4. Dismissal from service that ordinarily disqualifies an employee/civil servant for future employment under the government.

Authority to Institute Proceedings

In the case of civil servants – of Central Civil Services – the authority to institute proceedings is:

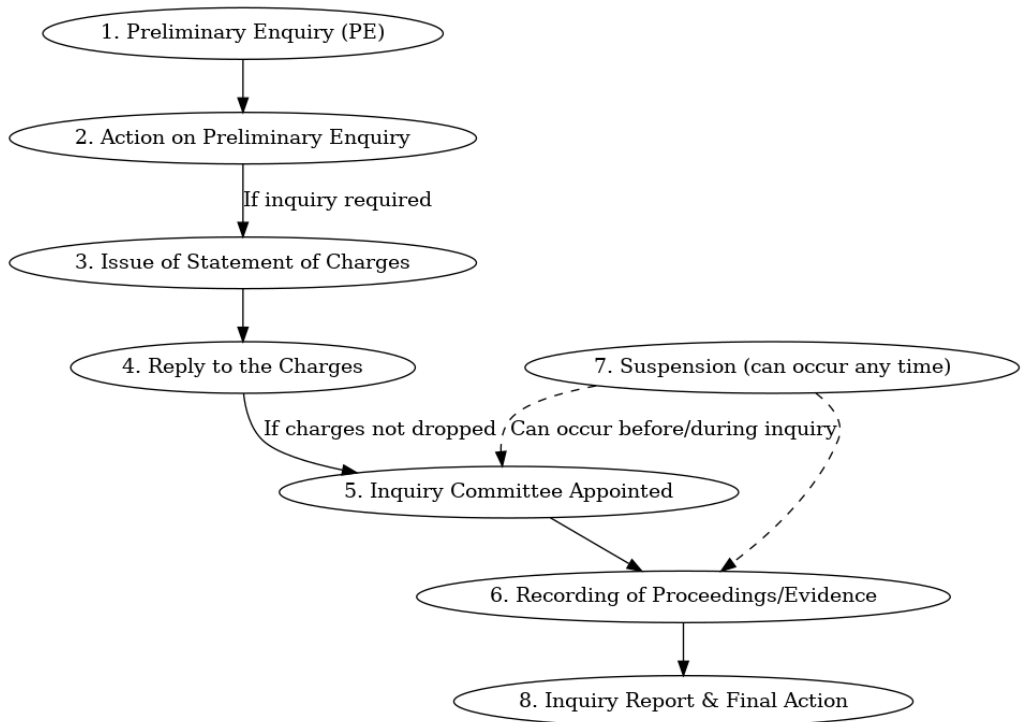
1. The President or any other authority authorised by him may:
 - a. Institute disciplinary proceedings against any government servant; and
 - b. Give directions to a disciplinary authority to institute disciplinary proceedings against a government servant.

2. A disciplinary authority may impose penalties after instituting disciplinary proceedings.

Disciplinary Proceedings

Penalties cannot be imposed on the employees/civil servants without the proper disciplinary proceedings being instituted and conducted by the disciplinary authorities. The disciplinary authorities generally follow the following procedure for imposing penalties:

Procedure of Disciplinary Proceedings



- I. Preliminary Enquiry (PE):** After a crime has been committed and comes to the notice of the authorities, the authorities initiate the disciplinary process. The first step in the process is to conduct a Preliminary Enquiry. Its primary objective is to decide whether there is a prima facie case against the employee for proceeding against him.

A Preliminary Enquiry is also held when the authorities identify a breach or loss but are unsure of the person responsible. PE is also conducted when the levied charges are ambiguous and unspecified. However, it is not compulsory to conduct a Preliminary Enquiry in every case.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

- II. Action on Preliminary Enquiry:** After the Preliminary Enquiry report is received, the competent authority examines it and decides on the future course of action. If, on prima facie review, there is no case, the file is closed. However, further investigations are undertaken after the charges are conveyed to the employee/civil servant if the crime has taken place.
- III. Issue of Statement of Charges:** The employee/civil servant is informed in writing about the grounds and circumstances of the disciplinary action. Article 311(2) of the Indian Constitution states that an order imposing a penalty may be passed only after an enquiry is held. Therefore, the concerned employee/civil servant must be given a reasonable opportunity to respond to the charges levelled against them.
- A list of documents is also provided to the employee/civil servant, detailing the charges levelled. The charges are as given in the 'Causes of Disciplinary Proceedings'.
- IV. Reply to the Charges:** Upon receiving the statement of charges, the employee/civil servant must reply within the specified time.
- V. Inquiry Committee:** After the employee/civil servant replies to the charges framed against him/her, the government constitutes an Inquiry Committee and appoints members if the need arises. In the case of civil servants, an official of the Public Service Commission also serves as a member. The Inquiry Committee questions/interrogate the employee who may present his/her case himself/herself or take the help of a lawyer.
- VI. Recording of Proceedings/Evidence:** All proceedings are recorded during the questioning of the employee/civil servant and witnesses. All case material is attached to the report of the enquiry committee.
- VII. Suspension:** If the competent authority is satisfied with the charges levied against an employee/civil servant, it may suspend him/her during the enquiry. The employee/civil servant is suspended to prevent them from using their official position to interfere with the investigation process.
- VIII. Report:** The Inquiry Committee provides a detailed report on the investigations and the recommended penalty. The complete report includes:
- a. The statement of charges and the allegations levelled against the employee/civil servant;
 - b. Reply to the charges by the employee/civil servant;
 - c. Evidence in support of the charges;
 - d. Evidence by the employee/civil servant, in their defence;
 - e. Detailed findings of the inquiry committee; and
 - f. Recommended penalty.

Appeals

An employee/civil servant who has been charged has the following provisions regarding Appeals:

1. **Orders against which no Appeal Lies:** No appeals can lie against -
 - i. Any order made by the President of India;
 - ii. Any order of an interlocutory nature (interim nature); and
 - iii. Any order passed by the inquiry committee in the course of the inquiry.
2. **Orders against which Appeal Lies:** Orders against which appeal lies include -
 - i. Order of Suspension
 - ii. An order imposing any penalties;
 - iii. An order enhancing any penalty;
 - iv. An order that denies or varies his pay, allowances, pension or misinterprets rules to the disadvantage of the employee/civil servant;
 - v. Reducing or withholding his pension; and
 - vi. Determining the subsistence allowance to be paid to the employee during his suspension.

Appellate Authority

Article 311 of the Indian Constitution states that a person who is a member of the All India Service or a civil servant of the state or the union cannot be dismissed or removed by an authority that is subordinate to the appointing authority. The appointing authority for Group 'A' and Group 'B' of the Central Civil Services is the President, and for State Civil Services Group 'A' and Group 'B' is the Governor. In other positions, the appointing authority may be Heads of the Department or officers subordinate to them. The power to remove/dismiss also lies with them. Appeals can only be made to the appointing authority, not to an authority above it. The Union or the State Public Service Commission is consulted when the President or the Governor passes the orders. An employee can appeal to the courts, but must first exhaust all remedies available under the service rules.

An employee/civil servant/government servant, including a person who has ceased to be in government service, can appeal to an authority specified in this regard by a general or specific order of the President or, where no such authority is specified:

- i. In the case of Central Government employees of Group 'A' or Group 'B' or Civil Posts Group 'A' or Group 'B', an appeal can be made to the appointing authority if an authority subordinate to the appointing authority gives an order.

If the appointing authority gives the order, an appeal can be made to the President.

- ii. If a Government employee is a member of Group 'C' or Group 'D' or holds a Central Civil Post Group 'C' or Group 'D', an appeal can be made to the authority which is superior to the authority that has given the order.

Challenges in Implementing a Code of Conduct

The authorities face the following challenges while implementing the Code of Conduct and disciplining the civil servants:

1. **Lack of familiarity with disciplinary procedures:** Both the officials and the disciplinary authorities should be conversant with the Code of Conduct and the disciplinary procedures. However, it has been observed that neither the employees/civil servants nor the disciplinary authorities are aware of the details of the disciplinary procedures.

Familiarising the civil servants and the disciplinary authorities with the conduct rules is essential. It can be undertaken during the pre-training or in-service training courses conducted for the civil servants;

2. **Multiple Rules:** Complex, multi-faceted conduct rules are beyond the comprehension of most civil servants/employees. These rules must be simplified and have clear-cut objectives.
3. **Prejudiced Attitude of Appellate Authority:** Biased attitude of the appellate authority of toeing the line of their subordinates rather than going through the case in an unbiased manner negates the very purpose of the appeal.
4. **Lack of Empathy:** Seniors' lack of empathy and understanding of the rules damages employees' morale.
5. **Withholding appeals:** Most officers dislike appeals against their decisions. Hence, there is a tendency to withhold appeals to the appellate authority.
6. **Undue Delays:** The time to initiate disciplinary proceedings and the subsequent action if found guilty is very long. If an employee is found innocent, he faces hardships; if he is found guilty, he may not be punished for long.
7. **Supervisor's Attitude:** A supervisor's attitude towards employees and the disciplinary process harms employees' morale. If the attitude is unbiased, the honest employees feel motivated; otherwise, it demotivates them.
8. **Variation in Disciplinary Actions:** There is variation in the disciplinary authorities' actions in similar types of breaches. In some cases, a lenient view is taken, and minor penalties are imposed, while in other similar cases, a rigid view is taken, and harsh punishment is imposed. Variations in similar cases lead to favouritism and nepotism.

- 9. Emphasis on Punishing Employees:** In most cases of breaches of the conduct rules, the main emphasis is on imposing penalties. Efforts are seldom made to ensure that employees do not repeat the breach.
- 10. Political Interference:** Sometimes, investigative agencies feel pressured due to political interference in their investigations. In such cases, the proceedings may be delayed, or charges dropped or downgraded.
- 11. Weak Enforcement Mechanism:** Disciplinary processes are slow, and with a weak enforcement mechanism, either actions are delayed or no actions are taken, thereby reducing the deterrent effect.
- 12. Technological Gaps:** The lack of technological gaps makes it hard to detect unethical practices.
- 13. Absence of Performance Linkage:** Absence of standardised performance linkage is

Conclusion

The Code of Conduct for civil servants is a list of do's and don'ts essential to ensuring integrity in the civil service. All the civil services in India, *i.e.*, All India Services, Central Civil Services, and State Civil Services, have their respective Codes of Conduct. In case a civil servant breaches the code. He is subject to disciplinary proceedings. If found guilty of the breach, a minor or major penalty may be imposed.

Important Terms/Concepts/Information

- 1. First Administrative Reforms Commission (Report on Personnel Administration, 1969):** The First Administrative Reforms Commission, in Chapter IX of its Report on Personnel Administration, highlighted the importance of the maintenance of a high standard of personal conduct and observance of discipline and stated that there must be a clearly adumbrated code of correct official behaviour and a provision for the punishment of those who deviate therefrom. It further stated that there should be a provision for punishing slackness and inefficiency.
- 2. Santhanam Committee (Committee on Prevention of Corruption, 1964):** Santhanam Committee, for the first time, recommended introducing a set of conduct rules. The committee recommended uniform conduct rules to maintain integrity and inculcate values such as altruism and empathy for the poor, which are hard to imbibe after joining the services. These need to be instilled in childhood through schools and family.
- 3. Hota Committee Report 2004:** The Hota Committee recommended drafting a Code of Ethics for civil servants to imbibe the values of integrity, merit, and excellence in the civil service. It also recommended

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

	that each department provide, in detail, the services to be delivered, the methods for grievance redressal, and the measures to evaluate performance.
4.	Second Administrative Reforms Commission: Second Administrative Reforms Commission, in its fourth report on 'Ethics in Governance', in January 2007, recommended drafting a Bill – The Civil Services Bill - on Ethics to ensure a statutory basis for the Code of Ethics. The Commission felt that civil servants need to be guided by values such as integrity, impartiality, objectivity, dedication to public service, and empathy and compassion towards weaker sections.
5.	Embezzlement – Misappropriation of assets entrusted to the employee/civil servant;
6.	Falsification of accounts – An employee/civil servant willfully and with the intent to defraud, destroy, change, mutilate or falsify accounts;
7.	Fraudulent Claims – Fraudulent claims are when an employee/civil servant intentionally leaves out, alters, or misinterprets important information to claim something/money. Examples, Transport Allowances and Leave Travel Concessions;
8.	Forgery of Documents – Forgery of a document is making a false document, or part of the document, with the intent to cause damage or injury to other people or to support their claim;
9.	Possession of Disproportionate Assets – Possessing assets beyond the means of known sources of income; and
10.	Disobedience of Orders – Disobedience of Orders means an employee/civil servant willfully disobeys any order/directions;
11.	Insubordination – Insubordination means being insubordinate or disobeying an order of the lawful authority;
12.	Minor Penalties: Minor penalties are imposed on the employees/civil servants after they commit minor crimes and include the following: a. Censure b. Withholding of promotion c. Recovery d. Withholding of Increments
13.	Major penalties: a. Reducing to a lower stage in the time scale of pay for a specified period; b. Compulsory retirement as a major penalty; c. Removal from service that does not disqualify an employee/civil servant from future employment under the government; and d. Dismissal from service that ordinarily disqualifies an employee/civil servant for future employment under the government.

Short and Long Questions

Short Answer Type Questions

1. Write a note on the Code of Conduct.
2. Write a note on the significance of the Code of Conduct.
3. Write a note on the Code of Conduct for the Civil Services in India.
4. Write a note on discipline.
5. Write any three causes of Disciplinary Proceedings.
6. Write a note on 'Minor' and 'Major' penalties.
7. Write any three challenges in implementing the Code of Conduct.

Long Question

1. Give the importance of the Code of Conduct. Discuss the Code of Conduct for the Civil Services in India.
2. Explain Discipline and Disciplinary Proceedings for the Civil Services.

MCQs for Competitive Examinations:

<https://forms.gle/bCLRSMtMQhDkLDh9>

Suggested Readings

11. Sharma, Vibha. Public Personnel Administration – with Special Reference to India, Jalandhar: New Academic Publishing Co, 2025
12. R.K. Sapru (1985). Civil Service Administration in India, Deep and Deep, New Delhi.
13. R.K. Arora (2006). Public Administration and Civil Services, Rajat Publication, New Delhi
14. S. L. Goel (2003). and Shalini Rajneesh. Public Personnel Administration. New Delhi: Deep and Deep.
15. M. P. Sharma, B. L. Sadana and Harpreet Kaur (2011). Public Administration in Theory and Practice. Allahabad: Kitab Mahal.
16. Relevant reading material from Egyankosh - <http://egyankosh.ac.in/>
17. Relevant reading material from e PG Pathshala - <https://epgp.inflibnet.ac.in/>
18. igot Karmayogi:
https://portal.igotkarmayogi.gov.in/assets/public/content/html/do_11359618277332582413-latest/story_html5.html?timestamp=%271696032000139&lms=1
19. Extended Reading Material – Code of Conduct for Government Employees:
https://portal.igotkarmayogi.gov.in/assets/public/content/html/do_11359618277332582413-latest/story_content/external_files/ISTM_Code_of_Conduct_for_Government_Employees_Reading_Material.pdf

Unit - III

Chapter 8: Promotion

Objective: The objective of this chapter is to make the students understand:

1. [Definitions](#)
2. [Importance of Promotion](#)
3. [Principles of Promotion](#)
4. [Promotion System in India](#)
5. [Recommendations of Pay Commissions and Administrative Reforms Commission](#)
6. [Shortcomings of the Promotion System in India](#)
7. [Important Terms/Concepts/Information](#)
8. [Short and Long Questions](#)
9. [MCQs for Competitive Examinations](#)
10. [Suggested Readings](#)

Introduction

Promotion is an integral part of the personnel policy of an organisation. It is the placement of personnel in higher, senior positions of responsibility after a certain number of years in a particular position. Promotion is also a reward given for an employee's hard work in a particular position. An employee is promoted based on Seniority, Merit, or both.

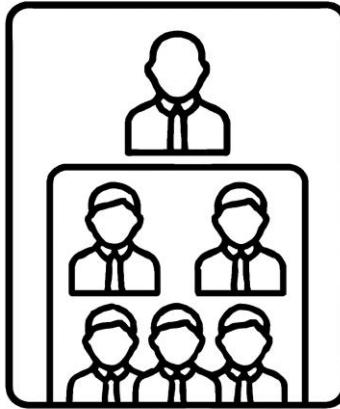
Definitions

Employees of an organisation are promoted to higher positions after demonstrating competence and having spent a certain number of years in a particular position. Let us now understand the meaning of promotion. Some definitions of promotions are as follows:

- **Merriam-Webster:** According to Merriam-Webster dictionary, 'Promotion is the act or fact of being raised in position or rank'.
- **Pigors and Myers:** Promotion is an advancement of an employee to a better job that gives him greater responsibilities, more prestige or status, greater skill, and is accompanied by an increased rate of pay or salary.
- **L. D. White:** Promotion implies an appointment from a given position to a higher-grade position, involving a change of duties to a more difficult type of work and greater responsibility, accompanied by a change of title and usually a pay increase.

- **William G. Torpey:** Promotion is the movement of an employee from one position to another with a higher grade or a higher minimum salary. It also involves increased duties and responsibilities for the employee.

Promotion is thus an advancement in a person's position and status within the public service. A salary raise accompanies it.



Importance of Promotion

A well-developed and sound promotion policy goes a long way towards attracting eligible and capable people to the organisation/public services. Capable people joining organisations help take them to greater heights. Along with organisational growth, employees within the organisation also grow personally. Promotion is an important tool that supports employees' personal growth by providing opportunities to assume senior positions with greater responsibilities. If an organisation ignores its promotion policy, capable employees may leave and join other organisations. In all career services, where employees join at a young age and remain in the job until retirement, promotions are of utmost importance. Following are some reasons why promotions are essential and are needed in the civil services or other organisations:

1. **Helps in Retaining Capable Employees:** Periodic promotions during an employee's career help in retaining a capable and qualified person in the job, who may otherwise leave in the absence of a sound promotion policy.
2. **Reward for Hard Work:** Promotion acts as a form of reward which is given to an employee if they work hard to achieve organisational goals.
3. **Makes Service Attractive:** A sound promotion policy helps to attract capable, qualified and motivated individuals to career service. Good lines of promotion help people to reach senior positions after joining at the required entry level.
4. **Personal Growth and Development:** To get promoted, the employees will endeavour to enhance their qualifications. Promotion also leads to the growth

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

and personal development of employees, as well as the development of the organisation.

- 5. Sense of Belongingness:** In a career service, promotion helps in bringing a sense of belongingness to the employees and also helps in making them loyal to the organisation/public service.
- 6. Acts as a Motivator:** Periodic promotions in an organisation or public service help in motivating the employees to work hard and reach higher levels.
- 7. Prepares for Higher Positions:** In a career service, people join the public services/organisations and are promoted to higher positions based on their Seniority or performance. It helps prepare employees to shoulder more responsibilities when they are placed at senior levels.
- 8. Recognition for Hard Work:** Promotion provides a mechanism for recognising the hard work of the employees and placing them in senior positions.
- 9. Brings Efficiency, Effectiveness and Efficacy:** Promotion of employees helps in bringing efficiency, effectiveness and efficacy in their functioning and overall improvement in the services provided by the public services/organisations.
- 10. Helps in Raising Morale:** Proper and distinct lines of promotion in public services/organisations help in maintaining and raising the morale of the employees and give them a chance to occupy senior positions or head the organisation.
- 11. Checks Stagnation:** Clear lines of promotion help the employees by making them feel empowered and energised. It helps them move into higher-responsibility roles within the organisation/public services. The fear of stagnation at a particular level for their entire career is checked.

Promotion Policy

People join organisations/civil services and spend a significant part of their lives in them. The Civil Service, a career service, provides employees with opportunities for their personal growth and progression, as well as for the growth of the organisations and institutions. To enable people to grow within organisations and the civil service, they need to be rewarded with timely promotions for being efficient and effective in their work. Therefore, every organisation/civil service requires a good and fair promotion policy to attract and retain its personnel. The essential elements of a sound promotion policy are as follows:

- a. Well-defined classification of the Civil Services.
- b. Planned promotion policy as opposed to unpredictability.
- c. Arrangement of posts in a hierarchical order.

- d. Clear and well-defined lines of promotion in civil services.
- e. Selection committees to make promotions.
- f. Defined methods of promotion for different services and levels within the services.
- g. Knowledge of vacancies for promotion to all eligible employees.
- h. Identified methods to determine the relative merit of the eligible employees.

Principles of Promotion

Organisations have pyramidal structures that are broad at the base and taper to a single point at the top. So the number of employees reduces as we go up the organisational ladder. It also means that the organisations/public services need to identify the principles on which employees will be promoted. The promotion system needs to be fair and equitable, giving everyone a chance to be promoted to senior positions within the services. There are two principles of Promotion, i.e., Principle of Seniority and the Principle of Merit. These two principles, when combined, help promote employees in public services/organisations. The principles of promotion that organisations commonly use to promote their employees are as follows:

- I.** Principle of Seniority
- II.** Principle of Merit
- III.** Principle of Seniority cum Merit

- I. Principle of Seniority:** The Principle of Seniority for promoting the employees of an organisation/public services means that the person whose length of service is longer is given preference over the others in promotion. A seniority list of all employees in public services/organisations is made, and based on that list, they are promoted. The employees to be promoted may be placed in the same organisation or different organisations. Seniority is determined as of the person's joining the service. If the date of joining is the same, the employee's age determines seniority. Determining Seniority is not easy in public services where the number of employees is enormous. Generally, a central agency/personnel agency is involved in determining employee seniority. In case of a conflict in employees' seniority, they can approach the appellate authorities.

Advantages

Seniority, as a principle of promotion based on an employee's length of service, is considered a simple system that can be administered quickly. It has the following advantages:

1. **Simple:** The seniority principle is easy to understand and administer, as it is easier to determine the length of service of the employees to be

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

promoted. Generally, the date of joining and age, if the date of joining is the same, are sufficient to encourage employees/personnel.

2. **Just System:** Promotion based on the Seniority principle is considered just. This principle ensures that employees will be promoted when they acquire the required level of Seniority, and no employee will be excluded.
3. **Automatic System:** Promotion based on Seniority is an automatic principle of promotion, wherein employees are promoted when they are due.
4. **Experienced Seniors:** As promotions are based on the length of an employee's service, more experienced employees will be promoted and occupy senior positions. A younger person, above an older person, may create problems in the organisation.
5. **Raises Morale:** As all employees are assured of promotions once they reach the requisite level of Seniority, this principle positively impacts employee morale.
6. **Lower Employee Turnover:** As the principle of Seniority provides a career service with clearly defined lines of promotion, it will result in lower employee turnover in the organisation. The employees would like to continue in the organisation / public services to reach higher positions.
7. **Less Political Interference:** As a person's joining and subsequent length of service are the determining factors in promotions, political interference is minimal.
8. **Better Interpersonal Relations:** Interpersonal relations within the organisation/public service will be good, as everyone's promotion is based on their seniority or length of service. Unhealthy competition can be avoided under this principle.
9. **Better Employer-Employee Relations:** Employer-employee relations will also be good in organisations that adopt Seniority as a principle of promotion. It will lead to fewer strikes or conflicts between them.
10. **Less Bias:** Under the seniority principle of promotion, employees' seniority is predetermined and known to all. Bias, nepotism and corruption can be avoided.

Disadvantages

Seniority, as a principle of promotion based on the length of service of employees/public servants, has several advantages. However, it has several disadvantages, as it overlooks employees' merits. The disadvantages of Seniority as a principle of promotion are as follows:

1. **Lack of Efficiency:** As employees are promoted only on the length of their service rather than their efficiency or effectiveness, they may not be

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

the most efficient or effective, thereby hampering the growth and development of the whole organisation/service.

2. **Merit is Ignored:** Seniority as a principle of promotion will result in the merit or exceptional merit of a junior employee being ignored and not rewarded. Many meritorious junior employees may feel frustrated and leave the organisation/services due to this factor.
3. **Lack of Excellence:** Since merit is not given due consideration in the organisation/public service, the likelihood of a less competent employee heading the organisation may be higher, thereby bringing mediocrity rather than excellence to the organisation's functioning.
4. **Not Suited for Public Services:** The Seniority principle of promotion, which gives everyone a chance to be promoted, may not be the best system for the civil services. Inefficiency and ineffectiveness in providing services to the people can hamper the implementation of the principles of good governance.
5. **Challenges in Technological Upgradation:** It may be challenging to incorporate technological advancements within organisations, as senior people in the organisation/public services may be technologically challenged in handling greater responsibilities in technology-driven systems.
6. **Complacency:** Due to the principle of Seniority in the promotion of employees and the security of service in public service, employees may become complacent and lethargic in performing their duties. Such complacency may lead to inefficiency and ineffectiveness in the functioning of the public service/organisation.
7. **Discourages Creativity and Innovation:** Seniority as a principle of promotion, wherein merit is not given due consideration, discourages creativity and innovation. Employees feel that even if they do their best or innovate, they may not be promoted to a higher position till their turn comes. Either they leave the organisation or work in a lacklustre manner, thereby bringing their work down.
8. **Conflicts:** Despite the Seniority principle being easy to administer, in large organisations/public services, it may lead to conflicts due to the method used to determine employees' relative merits.
9. **Not All Promoted:** Even in this system, not all people can be promoted due to fewer positions at higher levels.

II. Principle of Merit: The Principle of Merit for promoting the employees of an organisation/public services means that the most qualified, competent and meritorious employee is promoted to a higher position. Under this principle, an employee's merit, not his length of service, is the criterion for promotion. The merit of an employee is determined by examination, interview, or both. The

examination to determine merit may be of a qualifying or competitive type, followed by an interview. Generally, a central agency/personnel agency is involved in assessing the relative merits of employees to be promoted within the organisational hierarchy. Some advantages of Merit as a principle for promoting employees are as follows:

Advantages

The Merit principle of promotion is based on employees' relative competencies rather than the length of their service. It has the following advantages:

1. **Competent Senior Functionaries:** An organisation needs meritorious personnel in senior positions rather than older, more experienced ones. The merit principle enables organisations and public services to promote competent and meritorious employees to senior positions.
2. **Motivates Employees:** Merit, as a principle of promotion, helps motivate employees at all levels. They put in their best effort to achieve the organisation's goals. If competent, they can look forward to being appointed and placed in senior positions earlier, rather than waiting for their turn, as under the principle of Seniority in promotion.
3. **Promotes Initiative and Creativity:** Generally, meritorious people are more creative and take initiative in their work. Promoting on the principle of merit helps foster initiative and creativity among employees, as their merit will be recognised during promotion.
4. **Less Flight of Talent:** In organisations with a promotion system based on Seniority, meritorious employees feel stifled and leave rather than wait for their turn to be promoted in due course. Meritorious and competent employees will not feel stifled and leave the organisation. The organisation will achieve greater heights due to their merit.
5. **Increase in Efficiency & Effectiveness:** As employees know that their promotion is based on merit rather than just length of service, they will strive to be meticulous in their work. Each individual's competence will increase the organisation's efficiency and effectiveness and raise its productivity.
6. **Introduces Spirit of Competition:** As merit is the principle of promotion, the employees will strive to be meritorious. This principle instils a spirit of competition to do their best amongst employees, and they work with total efficiency and effectiveness.
7. **Objective System:** Merit as a criterion helps in promoting objectivity in promotions. Merit is determined by a system of examinations or interviews, or both.

Disadvantages

Merit, as the principle of promotion, has many advantages, but it is a more complex process than the principle of Seniority in promoting employees. The seniority principle is more or less automatic, but determining merit is a significant issue in the merit principle. The disadvantages of merit as a principle of promotion are as follows:

1. **Challenging to Determine Merit:** In a larger organisation or in the public services, where the number of employees is large, it is difficult to determine the relative merits of all the employees. Methods for determining merit will also have to be judicious in measuring employee performance.
2. **Young over Old:** Merit as a principle of promotion leads to placing relatively junior employees over senior ones. As a result, older employees do not feel comfortable taking orders from younger employees. It may also lead to frustration amongst older employees and conflict within the organisation/public service.
3. **Corruption and Bias:** In the seniority principle of promotion, as the length of service is the criterion for promotion, the chances of bias and corruption are less. An employee is promoted in turn, but in the case of merit-based promotion, corruption, nepotism, and prejudice in determining employees' relative merit cannot be ruled out.
4. **Less Experienced Seniors:** As a matter of merit, junior employees may be placed in senior positions because they are meritorious. The junior employee (s) may have all the required merit but lack the experience to handle responsibilities at the senior level. Senior-level positions require both merit and requisite seniority.
5. **Unhealthy Competition:** Merit, as a principle of promotion, may also lead to unhealthy competition amongst employees in an organisation/public service, as they will continually compete with one another. There may be ongoing efforts to outdo one another, leading to conflict and unhealthy competition.
6. **Exclusion of Older Employees:** In merit-based promotion, young employees fresh out of colleges and universities may be more technologically trained and competent. Senior, older, and experienced persons may not be able to compete with junior employees and may therefore be excluded from higher positions.
7. **Conflict:** As stated earlier, it may be challenging to determine the best method for assessing the relative merits of employees in large organisations. It may result in conflict within the organisation if there are no clear methods for determining merit. Sometimes dubious methods are employed.

Methods of Determining Merit

To make the 'Merit Principle of Promotion' objective, the civil services and organisations need to determine some methods to assess the relative merits of the employees. Following are some such methods:

a. Written Examination: Determining the relative merits of the employees working in an organisation/public services is a challenging task. One such way is conducting written examinations. A written examination may be followed by an interview to determine the relative merits of the employees. The written examination can be of the following two types:

- i. Qualifying Examination; and
- ii. Competitive Examination.

The Qualifying Examination does not determine the relative merits of the employees. It merely qualifies a person for consideration for a senior position. The qualifying examination is followed by an interview to determine the employee's merit.

The Competitive Examination determines the relative merit of the employees. Employees may be promoted based on relative merit, as determined by a written examination, or an interview may follow to select the most meritorious candidate for the position.

Written examinations can be conducted at the departmental level or by a personnel agency across multiple departments.

b. Judgement of the Head of the Department/Senior: Judgement of the immediate superior or the head of the department is considered for promoting employees. As the head of the department is in constant and continuous contact with the employees, he may be able to determine the most suitable candidate for promotion.

This system is not entirely objective and is based on the subjective judgment of the organisation's superior or head. The personal judgment may be good, or it may not be very objective. Biased judgment may lead to frustration among employees, potentially even resulting in the loss of talent from the organisation.

Personal judgment of the superior or head of the organisation, along with past record, helps promote employees.

c. Efficiency Rating: The Efficiency Rating System helps in scientifically judging the efficiency of the employees based on specific parameters. The parameters include knowledge of work, personality, judgement, initiative and willingness to take responsibility. The employees are rated on these parameters in the following manner in our country:

- i. Outstanding
- ii. Very Good

- iii. Satisfactory
- iv. Indifferent
- v. Poor

Those with 'Outstanding' are promoted first, followed by 'Very Good' and 'Satisfactory', depending on the vacancies.

Efficiency Rating is based on past performance records maintained by the personnel departments of the institutions/organisations. These records include the Annual Confidential Report and other reports on employee efficiency.

- d. **Viva-Voce/Interview:** Apart from the above three methods to determine the employees' relative merit, a limited or detailed Viva-Voce/Interview of the employees is taken to determine their eligibility for promotion. The viva-voce/interview may be conducted:

- i. After a written qualifying or competitive examination, or
- ii. Without the written examination.

Viva-Voce/Interview enables the seniors/selection panel to assess an employee's practical knowledge and suitability for the post. It also helps determine employees' relative knowledge for the final selection of the post.

- III. Seniority-cum-Merit:** Promotion of the employees based on either the Seniority Principle or the Merit Principle has certain advantages and disadvantages. Therefore, there is a need for a foolproof system that strikes the right balance and considers both Seniority and Merit when promoting employees.

Seniority- cum-Merit is the principle that helps combine the advantages of both systems while promoting the employees. As per this system, the following possibilities exist:

- a. The Seniority of the employees is fixed, and the most meritorious employee of those qualifying, subject to being fit, is promoted.
- b. This principle can also be applied by fixing a level of Seniority and then subjecting all to a qualifying or competitive test to promote the best person.

Promotion System in India

In India, the following system of promotion is followed:

1. Seniority is the principle of promotion at the lower levels in the public services.
2. Seniority-cum-merit principle is adopted in the case of middle-level positions.
3. Merit is the principle of promotion to the senior-most positions.

Promotion to All India Services from State Civil Services

As per the All India Services Act, 1951, 33.5% of the senior duty posts in the IAS/IPS/IFS are required to be filled through promotion. Similar provisions apply to the Central Civil Services. Selections are based on the recommendations of the Selection Committees constituted for each state. The Chairman or a member of the Commission is the Chairman of these committees.

Employees are promoted by three modes. (i) Limited departmental competitive examination. (2) Promotion by selection based on merit with due regard to seniority. (3) Promotion by Seniority, subject to the rejection of the unfit.

The Selection Committee considers the cases of State Services officers for promotion to the three All India Services.

State Civil Services

Employees from Group 'B' are promoted to Group 'A' in the State Civil Services. The percentage varies from State to State.

The Union Public Service Commission plays a vital role in promoting employees to higher civil services, such as the All India Services and Central Civil Services. The selection committees for promoting employees in these services have a member of the UPSC, as well as other senior personnel from the departmental level. Similarly, in the case of State Civil Services, a member/representative of the State Public Service Commission serves on the promotion committee.

Recommendations given by the Pay Commissions and the Administrative Reforms Commission

The Pay Commissions and the Administrative Reforms Commission have deliberated on the country's promotion system. Therefore, let us examine the recommendations given by the Pay Commissions and the Administrative Reforms Commissions.

1. **The First Pay Commission (1947):** The First Pay Commission recommended that both direct recruitment and indirect recruitment (Promotion) be combined to fill positions in the civil services. It further recommended filling posts through the system of Seniority for lower positions, seniority-cum-merit for middle-level positions, and merit for the senior-most positions in the civil services.
2. **The Second Pay Commission (1959):** The Second Pay Commission also recommended filling higher positions on merit and seniority-cum-fitness for middle- and lower-level positions in the civil services.
3. **The First Administrative Reforms Commission:** In its Report on Personnel Administration (1969), it gave detailed guidelines for promotion. It also recommended the principle of seniority-cum-merit.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

4. **The Second Administrative Reforms Commission:** The Second Reforms Commission, in its 10th report, Refurbishing of Personnel Administration – Scaling New Heights (2008), advocated for the setting up of Departmental Promotion Committees for promoting the civil services officials up to the level of Selection Grade under the supervision of the Union Public Service Commission. Seniority and Annual Performance Assessment Reports will form the basis of promotion. For middle- and lower-level officials, the principle of seniority-cum-efficiency applies. At the higher levels, the basis is merit, with due regard to Seniority.
5. **Fifth Pay Commission Report (1997):** The Fifth Pay Commission recommended the Assured Career Progression Scheme (ACPS) for general government employees. The Commission recommended three time-bound promotions for Group A posts and two time-bound promotions for Group B, C and D posts.
6. **Hota Committee (2004):** Recommended Performance-Based Promotions, favouring performance-oriented over seniority-based promotions. It also suggested revamping the Annual Confidential Reports (ACRs) to a performance-based format.
7. **Sixth Pay Commission Report (2008):** The Sixth Pay Commission recommended that the Assured Career Progression Scheme continue with two financial upgrades with certain modifications. ACRs were mostly manual.
8. **Seventh Pay Commission Report (2015):** The Seventh Pay Commission did not alter the existing promotion system. It introduced the Pay Matrix System to replace the Pay Band and Grade Pay System. It also proposed the Modified Assured Career Progression (MACP) scheme, having stricter benchmarks, aiming to address stagnation in career progression. Digital ACRs are promoted.

Shortcomings of the Promotion System in India

The promotion system in India is criticised due to the following reasons:

1. **Political Interference:** The promotion system in India has a lot of political interference. It happens especially at higher levels and results in merit being ignored and in the promotion of politically smart employees. It also leads to a senior employee being superseded by a junior employee.
2. **Exclusion of Candidates:** Due to a lack of timely information regarding a promotion, some employees may be excluded from the promotion process.
3. **Inordinate Delay:** Sometimes, the promotion of an employee is delayed for a long time, and this results in lowering the morale of the employees.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

4. **Personal Records:** Personal records of the employees get lost as they may not be appropriately maintained, leading to problems in promoting employees.
5. **Importance to Seniority:** Seniority is given more importance than merit, leading to even inefficient employees being promoted to senior positions.
6. **Relative Merits:** When promotion is based on the merit principle, the method to determine the relative merits of the employees is not foolproof. It can lead to conflict.
7. **Lack of Uniform Promotional Avenues:** Promotional avenues are not uniform across all the services/groups. In Group B and C posts, highly qualified people join but feel stagnated and frustrated due to a lack of promotional avenues. It also lowers the morale of employees in these services.
8. **Role of Public Service Commission:** Several times, the Union and State Governments bypass the commissions during promotions.

Conclusion

Promotion is an integral part of the personnel policy of an organisation. It is an advancement in position and pay for employees from lower to higher positions in an organisation after they have put in a certain number of years in a particular position. It is also a reward for an employee's hard work at a particular position and is determined by the principles of Seniority, Merit, or both.

Important Terms/Concepts/Information

1. **Pigors and Myers:** Promotion is an advancement of an employee to a better job that gives him greater responsibilities, more prestige or status, greater skill, and is accompanied by an increased rate of pay or salary.
2. **Principle of Seniority:** The Principle of Seniority for promoting employees in an organisation/public service means that the person with the longer length of service is given preference over others in promotion.
3. **Principle of Merit:** The Principle of Merit for promoting employees in an organisation/public service means that the most qualified, competent, and meritorious employee is promoted to a higher position. Under this principle, an employee's merit, not his length of service, is the criterion for promotion.
4. **Efficiency Rating:** The Efficiency Rating System helps scientifically assess employee efficiency based on specific parameters. The parameters include knowledge of work, personality, judgement, initiative and willingness to take responsibility.
5. **Viva-Voce/Interview:** Apart from the three methods above for determining employees' relative merit, a limited or detailed Viva-Voce/Interview is conducted to determine their eligibility for promotion.
6. **Seniority-cum-Merit:** Seniority- cum-Merit is the principle that helps combine the advantages of both systems while promoting the employees.
7. **The First Pay Commission (1947):** The First Pay Commission recommended that both direct recruitment and indirect recruitment (Promotion) be combined to fill positions in the civil services. It further recommended filling posts through the system of Seniority for lower positions, seniority-cum-merit for middle-level positions, and merit for the senior-most positions in the civil services.
8. **The First Administrative Reforms Commission:** The First Administrative Reforms Commission, in its Report on Personnel Administration (1969), gave detailed guidelines for promotion. It also recommended the principle of seniority-cum-merit.
9. **Hota Committee (2004):** Recommended Performance-Based Promotions, favouring performance-oriented over seniority-based promotions. It also suggested revamping the Annual Confidential Reports (ACRs) to a performance-based format.
10. **Sixth Pay Commission Report (2008):** The Sixth Pay Commission recommended that the Assured Career Progression Scheme continue with two financial upgrades with certain modifications. ACRs were mostly manual.

Short and Long Questions

Short Answer Type Questions

1. Define Promotion.
2. Give the importance of Promotion.
3. Write a note on Promotion Policy.
4. Give two features of promotion on the principle of Seniority.
5. Give two advantages of promotion based on the principle of Seniority.
6. Give two disadvantages of promotion based on the principle of Seniority.
7. Give two features of promotion on the principle of Merit.
8. Give two advantages of promotion based on the principle of Merit.
9. Give two disadvantages of promotion based on the principle of Merit.
10. Write two methods to determine Merit.
11. Write a note on the Promotion system in the Civil Services in India.
12. Write any three shortcomings of the Promotion system in India.

Long Question

1. Define Promotion. Discuss the principles of Promotion with their advantages and disadvantages.

MCQs for Competitive Examinations:

<https://forms.gle/FyjKAyo3SmqqAg7s9>

Suggested Readings

1. Sharma, Vibha. Public Personnel Administration – with Special Reference to India, Jalandhar: New Academic Publishing Co, 2025
2. R.K. Sapru (1985). Civil Service Administration in India, Deep and Deep, New Delhi.
3. R.K. Arora (2006). Public Administration and Civil Services, Rajat Publication, New Delhi
4. S. L. Goel (2003). and Shalini Rajneesh. Public Personnel Administration. New Delhi: Deep and Deep.
5. M. P. Sharma, B. L. Sadana and Harpreet Kaur (2011). Public Administration in Theory and Practice. Allahabad: Kitab Mahal.
6. Relevant reading material from Egyankosh - <http://egyankosh.ac.in/>
7. Relevant reading material from e PG Pathshala - <https://epgp.inflibnet.ac.in/>

Unit - III

Chapter 9: Administrative Ethics

Objective: The objective of this chapter is to make the students understand:

1. [Ethics – Meaning and Definition](#)
2. [Administrative Ethics and Public Services](#)
3. [Ethical Issues in Public Services/Administration](#)
4. [Administrative Ethics](#)
5. [Institutional means to enforce Administrative Ethics in the Civil Services](#)
6. [Strategies to Inculcate Administrative Ethics](#)
7. [Challenges in Strengthening Administrative Ethics](#)
8. [Important Terms/Concepts/Information](#)
9. [Short and Long Questions](#)
10. [MCQs for Competitive Examinations](#)
11. [Suggested Readings](#)

Introduction

Governments in the modern technological era strive to be ‘simple’, ‘accountable’, ‘responsive’, ‘transparent’ and ‘morally upright’. But at the same time, the moral fabric of society is declining, leading to a lack of integrity and corruption. The government's work has increased manifold in recent times, as it plays a crucial role in the development and welfare of citizens. Not all the people in the government - civil servants - are morally upright, leading to abuse of power and corruption. Ethics is the moral philosophy that provides guidelines for civil servants to follow in performing their duties. It is the preferred moral values that a public servant needs to possess to ensure good governance.



Meaning and Definition

The term ‘*ethics*’ is derived from the Greek word ‘*ethos*’, which refers to moral character or custom. It reflects the guiding beliefs or ideals that characterise an

individual or a community. Later, the Latin term '*ethica*' evolved from '*ethos*' and eventually gave rise to the English word '*ethics*'. Ethics is the systematic study of moral principles and values that govern human behaviour. 'Ethics' is a system of accepted beliefs, traditions and values that influence human behaviour. Indian scriptures and other discourses, such as the Bhagavad Gita, Ramayana, Mahabharata, Arthashastra, Panchatantra, Raja Tarangini, and Hitopadesha, have underscored the importance of ethics and ethical concerns. Since the early 17th century, 'ethics' has been accepted as the "science of morals, the rules of conduct, the science of human duty. It is thus concerned with what is right or wrong, good or bad, and serves as a foundation for both individual conduct and societal norms. Some definitions of Ethics are as follows:

- **Encyclopedia Britannica:** Ethics, also called moral philosophy, is concerned with what is morally good and bad, right and wrong. The term is also applied to any system or theory of moral values or principles.
- **William Lillie:** Ethics is a normative science of the behaviour of human beings living in a society, so far as it can be categorised as good or bad, right or wrong.
- **Harold H. Titus:** Ethics is the study of human conduct insofar as it may be considered right or wrong. It seeks to identify the true values of life and to inspire others to join the quest for them.

Ethics thus encompasses the morals and values essential to maintaining society and enabling public services to operate fairly and provide good governance for a country's citizens. It includes both the science of the good and the nature of the right. In addition, ethics helps maintain morality in public service by providing guidelines for good conduct.

Administrative Ethics and Public Services

Every profession operates within a framework of ethics and a code of conduct that guides its members in discharging their duties responsibly. For instance, doctors are bound by the Hippocratic Oath to prioritise patients' well-being, lawyers are expected to uphold justice, and teachers are responsible for shaping students' character and intellect. Similarly, public administration and civil services have their own set of ethical expectations and professional obligations, as civil servants deal directly with public interest and the common good.

In modern times, as government activities have expanded, welfare-oriented and developmental governments are deeply involved in delivering public welfare, implementing large-scale development projects, managing natural and financial resources, and even participating in commercial and corporate activities.

Due to this expanded role, ethics in public services has become indispensable. Governments are expected not only to function efficiently but also to be morally upright, responsive to citizens, transparent in their operations, and accountable for

their decisions. Ethical governance is, therefore, central to maintaining public trust and ensuring legitimacy in the eyes of the people.

Why Ethics is Essential in Public Services

1. **Democratic Accountability:** In a democracy, the government derives its authority from the people. Public servants are accountable to citizens through the political executive and must act with integrity to uphold democratic values.
2. **Expansion of Government Functions:** As the number of welfare and development activities increases, ethical conduct ensures fairness and justice in policy formulation and implementation.
3. **Rising Public Aspirations:** Citizens today expect efficient service delivery, quick grievance redressal, and equal treatment, so ethical governance is vital to meet these expectations.
4. **Responsiveness, Transparency, and Accountability:** Governments must remain open and answerable for their functioning. Ethics ensures that decision-making is transparent and responsive to the needs of all, especially vulnerable and marginalised groups.
5. **Prevention of Corruption and Misuse of Power:** Ethical guidelines serve as safeguards against corruption, the arbitrary use of authority, and the mismanagement of public funds.
6. **Rule of Law:** Ethics supports adherence to constitutional principles, laws, and procedures, ensuring impartial governance.
7. **Citizen-Centric Governance:** Administrative ethics puts citizens at the centre of decision-making, promoting welfare, equity, and justice in public service delivery.
8. **Professional Integrity:** Ethics enhances honesty, impartiality, and accountability among civil servants, thereby improving their competence and the quality of governance.
9. **Erosion of Public Trust:** Widespread corruption, favouritism, and red tape weaken people's trust in governance. Ethics restores confidence by ensuring fairness, honesty, and impartiality in administration.
10. **Corruption and Malpractices:** Due to the corruption prevalent at multiple levels, administrative ethics serves as a safeguard against the misuse of power and public resources.
11. **Morale of Honest Employees:** Ethical standards provide a protective shield for upright officers, motivating them to resist unethical pressures and continue serving with integrity.

12. **Changing Moral Values of Society:** In an era of globalisation, materialism, and ever-changing social values, public services require a robust ethical grounding to ensure continuity of fairness and justice.
13. **Financial Accountability:** Since civil servants handle taxpayers' money, they are ethically bound to ensure its use is thoughtful, transparent, and efficient. Mismanagement or wastage of public resources undermines governance and development.
14. **Legitimacy of Governance:** Ethical conduct reinforces the moral legitimacy of the State, ensuring that governance is not only effective but also just and people-centric.

Ethical Issues in Public Services/Administration

Civil servants, as custodians of public trust, often face complex ethical dilemmas in balancing efficiency, accountability, neutrality, and fairness. Ethical issues in public administration emerge from the intersection of personal values, institutional norms, and societal expectations. Some of the most pressing issues include:

1. **Corruption:** Misuse of public office for private gain erodes trust, distorts policy outcomes, and diverts resources from developmental goals.
2. **Conflict of Interest:** Personal, financial, or familial interests that clash with official responsibilities compromise impartiality and weaken decision-making.
3. **Political Pressure:** Undue influence by political executives over postings, transfers, or policy decisions undermines neutrality, professionalism, and the principle of meritocracy.
4. **Red Tapism:** Excessive delays and rigid adherence to procedures frustrate citizens and deny them timely justice, raising questions about accountability and responsiveness.
5. **Whistleblowing:** Officials who expose corruption or malpractice face the dilemma of loyalty to the organisation versus commitment to the public interest, often fearing retaliation or victimisation.
6. **Discrimination:** Bias in service delivery based on caste, gender, religion, ethnicity, or socio-economic class violates constitutional principles of equality and fairness.
7. **Nepotism and Favouritism:** Granting undue advantages to relatives, friends, or associates undermines meritocracy, fairness, and morale within the administration.

Administrative Ethics

Every civil servant is expected to uphold the highest standards of morality, honesty, and professionalism while performing official duties. Administrative ethics serves as the guiding framework that ensures impartiality, accountability, and dedication to public service. It emphasises that the civil servants must:

1. **Maintain Absolute Integrity:** Display honesty and moral uprightness in all actions, avoiding corrupt practices and personal gain.
2. **Uphold the Law of the Land:** Ensure that every action, decision, and policy strictly conforms to the Constitution and legal framework of the country.
3. **Strive for Transparency:** Conduct administrative processes in an open and accessible manner, minimising secrecy and promoting trust among citizens.
4. **Be Accountable:** Take responsibility for decisions and actions, subjecting oneself to scrutiny by superiors, institutions, and the public.
5. **Maintain Political Neutrality:** Refrain from aligning with political parties or ideologies to ensure impartiality in decision-making and service delivery.
6. **Provide Unbiased Advice:** Offer professional, objective, and fact-based advice to superiors, free from personal or political bias.
7. **Uphold and Strengthen Human Rights:** Respect, protect, and promote the fundamental rights and freedoms guaranteed to citizens.
8. **Protect Weaker Sections:** Actively safeguard the interests of vulnerable and marginalised communities by ensuring equity in access to opportunities and resources.
9. **Ensure Human Rights of All Citizens:** Work to guarantee justice, dignity, and rights for every citizen, irrespective of caste, creed, gender, or status.
10. **Promote Social Justice:** Strive to build an inclusive society by working toward the realisation of human rights for disadvantaged groups.
11. **Reject Undue Benefits:** Do not accept money, gifts, favours, or any other form of monetary or non-monetary benefit in exchange for official favours, thereby upholding ethical standards.

Institutional means to enforce Administrative Ethics in the Civil Services

Every member of the civil service cannot be expected to follow the code of conduct, be honest and be a person of high integrity. To ensure that the civil servants are following the principles of ethics, the government has undertaken the following institutional/organisational measures:

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

1. **Constitutional Values:** The Preamble, Fundamental Rights, and Directive Principles of State Policy (DPSPs) provide ethical foundations of governance in India.
 - a. The Preamble enshrines values like justice, equality, liberty, and fraternity.
 - b. Fundamental Rights safeguard the dignity and freedoms of citizens.
 - c. DPSPs provide moral direction to policy-making, especially in areas of social and economic justice.
2. **Code of Conduct:** A Code of Conduct prescribes the dos and don'ts for government employees.
 - a. It prohibits corruption, nepotism, misuse of official position, and acceptance of gifts or hospitality.
 - b. It requires political neutrality, impartiality, integrity, and devotion to duty.
 - c. It also prescribes standards for behaviour in public and private life, ensuring that civil servants remain role models of ethical governance.
3. **Disciplinary Procedure:** A well-defined system of disciplinary proceedings ensures accountability:
 - a. Misconduct or breach of the Code of Conduct attracts penalties such as suspension, compulsory retirement, or dismissal.
 - b. The procedure follows the principle of natural justice, giving the accused a fair opportunity to present their case.
4. **Right to Information Act – 2005:** The RTI Act empowers citizens to seek information from public authorities.
 - a. It acts as a tool for transparency and accountability.
 - b. Reducing secrecy in government functioning helps expose corruption and malpractices.
5. **Central Vigilance Commission (CVC):** The CVC, established in 1964 and accorded statutory status in 2003, is the apex vigilance body.
 - a. It oversees vigilance administration and advises the government on vigilance matters.
 - b. It monitors corruption cases in central government organisations and public sector enterprises.
 - c. It functions as the nodal agency for the Central Bureau of Investigation (CBI) in corruption cases.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

6. **Parliamentary Committees:** Parliamentary Committees act as instruments of legislative control:
 - a. The Public Accounts Committee (PAC) scrutinises government expenditure.
 - b. The Estimates Committee examines whether funds are being used effectively.
 - c. The Committee on Public Undertakings reviews the functioning of PSUs.

This ensures executive accountability to the legislature.
7. **Citizen Charters:** Citizen Charters specify the services offered by government departments, timelines, and grievance redressal mechanisms. They aim to improve service delivery, promote accountability, and make governance citizen-centric.
8. **Anti-Corruption Machinery:** Institutions like the Central Bureau of Investigation (CBI), State Vigilance Commissions, and specialised anti-corruption bureaus at the state level work to detect, investigate, and prosecute corruption cases.
9. **Decentralisation and Citizen Participation:** The 73rd and 74th Constitutional Amendments promote democratic decentralisation through Panchayati Raj Institutions (PRIs) and Urban Local Bodies (ULBs).
 - a. Citizen participation in decision-making enhances transparency and accountability.
 - b. Social audits (especially in schemes like MGNREGA) allow people to evaluate government performance.
10. **Public-Private Partnership (PPP) Mode:** The PPP model combines the private sector's efficiency with the public sector's welfare orientation.
 - a. It promotes transparency in large projects.
 - b. It also reduces bureaucratic monopoly in service delivery.
11. **Lokpal and Lokayuktas:** The Lokpal and Lokayuktas Act, 2013 established independent institutions to investigate corruption cases involving ministers, MPs, and government officials.
 - a. Lokpal is at the central level, while Lokayuktas are at the state level.
 - b. They act as independent watchdogs of administrative ethics.
12. **Whistleblower Protection Act, 2014:** This Act protects individuals who expose corruption, abuse of power, or misuse of resources in government organisations.
 - a. It encourages honesty among civil servants.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

- b. Protecting whistleblowers from victimisation promotes transparency in governance.
- 13. **Digital Governance Initiatives:** Digital initiatives such as Direct Benefit Transfer (DBT), e-Procurement, Government e-Marketplace (GeM), and Aadhaar-linked services reduce human discretion and promote transparency. The push for e-governance (e-office, digital payments, online portals) minimises red-tapism and corruption.
- 14. **Role of Judiciary:** The judiciary acts as the guardian of the Constitution and ensures that civil servants and political executives act within legal and ethical boundaries. Judicial activism and Public Interest Litigations (PILs) have exposed major corruption cases and enforced accountability.
- 15. **Audit Institutions:** The Comptroller and Auditor General (CAG) plays a key role in enforcing financial accountability. Its reports often highlight instances of waste, mismanagement, or corruption, which parliamentary committees then examine.
- 16. **Training and Ethical Orientation:** Institutions such as the Lal Bahadur Shastri National Academy of Administration (LBSNAA) and state administrative training institutes provide training in ethics, integrity, and good governance. The second ARC report on Ethics in Governance (2007) recommended ethics management through training and sensitisation.

Strategies to Inculcate Administrative Ethics

A combination of statutory, institutional, organisational, and cultural strategies can nurture ethical and responsible civil service. The following approaches can help in embedding ethics into the Indian civil services system:

- 1. **Comprehensive Code of Conduct:** Formulating a statutory Code of Conduct applicable at all levels of the civil service, with clear expectations of ethical behaviour, integrity, neutrality, and public accountability.
- 2. **Formal Enforcement Mechanisms:** Establishing a structured system to monitor ethical behaviour through regular reviews, independent oversight, and transparent disciplinary procedures.
- 3. **Strengthening Ethical Institutions:** Reinforcing the role of the Central Vigilance Commission (CVC), Lokpal & Lokayuktas, Department of Personnel & Training (DoPT), and vigilance units within ministries to ensure accountability and swift action against misconduct.
- 4. **Ethics Training and Sensitisation:** Conducting periodic training sessions, workshops, and refresher courses on administrative ethics, public service values, and professional integrity. This enhances awareness and creates a culture of collective responsibility.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

5. **Commitment through In-Service Capacity Building:** Strengthening in-service training institutions like LBSNAA, State Administrative Training Institutes, and the Indian Institute of Public Administration (IIPA) to embed ethics as a central component of their programs.
6. **Mentorship and Role Models:** Encouraging senior officials with a proven record of integrity and public service to mentor younger officers, promoting a culture of ethical leadership by example.
7. **Strengthening Legal Frameworks:** Rigorously implementing and periodically updating legislation such as the Prevention of Corruption Act, 1988 (amended 2018), the Whistleblower Protection Act, 2014, and service rules to ensure deterrence against unethical practices.
8. **Civil Service–Civil Society Partnership:** Fostering collaboration between civil servants and civil society organisations to enhance transparency, accountability, and citizen trust in governance.
9. **Institutionalising Social Audits:** Expanding and institutionalising Social Audits in welfare schemes like MGNREGA and PDS to involve citizens in monitoring outcomes, reducing leakages, and ensuring ethical delivery of services.
10. **Recognition and Incentives:** Instituting awards, commendations, and career incentives for officers demonstrating exemplary ethical conduct, integrity, and citizen-centric service.
11. **Promoting SMART Governance:** Building a government system that is Simple, Moral, Accountable, Responsive, and Transparent (SMART) by leveraging e-governance, digital platforms, and process reforms.
12. **Stakeholder Participation in Decision-Making:** Ensuring participatory governance by involving stakeholders such as citizens, NGOs, academia, and private sector representatives in policy formulation and monitoring.
13. **Whistleblower Empowerment:** Creating safe and anonymous mechanisms for reporting corruption or malpractice, ensuring that whistleblowers are adequately protected from retaliation.
14. **Periodic Ethical Audits:** Conducting regular ethical audits of ministries and departments to evaluate adherence to values, fairness in decision-making, and overall integrity in operations.
15. **Embedding Ethics in Recruitment and Promotions:** Including ethics-related assessments, case studies, and situational judgment tests in UPSC examinations, departmental promotions, and performance appraisals to ensure that ethical aptitude is recognised and rewarded.

Challenges in Strengthening Administrative Ethics

1. **Pervasive Corruption and Nepotism** – Misuse of authority for personal gain and favouritism in appointments or promotions erodes integrity and undermines public trust.
2. **Political Interference in Administration** – Excessive influence of political leaders in transfers, postings, and decision-making hampers the neutrality and objectivity of civil servants.
3. **Weak Enforcement of Ethical Codes and Laws** – Although codes of conduct and legal provisions exist, inadequate monitoring and ineffective disciplinary systems undermine their deterrent effect.
4. **Absence of Strong Ethical Leadership** – Lack of role models and value-driven leaders in the higher echelons of administration fails to inspire ethical conduct among subordinates.
5. **Societal Acceptance of Unethical Practices** – A culture of tolerance toward bribery, favouritism, and bending rules normalises unethical behaviour, making reforms difficult.
6. **Tension Between Efficiency and Rule-Orientedness** – Rigid adherence to rules may slow down decision-making, while overemphasis on quick results can lead to shortcuts and ethical compromises.
7. **Low Transparency and Accountability Mechanisms** – Inadequate systems for public scrutiny and citizen participation make it easier to conceal unethical practices.
8. **Inadequate Training and Ethical Sensitisation** – A lack of systematic ethics training and value-based orientation programs reduces awareness of and commitment to ethical standards.
9. **Economic and Social Pressures** – Low salaries, social obligations, and pressure to maintain a certain lifestyle often push officials toward unethical practices.
10. **Globalisation and Technological Challenges** – Issues such as cyber fraud, data manipulation, and conflict of interest in public-private partnerships create new ethical dilemmas.

Conclusion

Administrative ethics is the backbone of a responsible, transparent, and citizen-centric administration. In a democracy like India, where civil servants act as guardians of public trust, ethical conduct is non-negotiable. Strengthening ethics through institutional mechanisms, leadership, training, and citizen engagement can ensure good governance, public confidence, and sustainable development.

Important Terms/Concepts/Information

1. **Harold H. Titus:** Ethics is the study of human conduct insofar as it may be considered right or wrong. It seeks to identify the true values of life and to inspire others to join the quest for them.
2. **Citizen-Centric Governance:** Administrative ethics puts citizens at the centre of decision-making, promoting welfare, equity, and justice in public service delivery.
3. **Whistleblowing:** Officials who expose corruption or malpractice face the dilemma of loyalty to the organisation versus commitment to the public interest, often fearing retaliation or victimisation.
4. **Constitutional Values:** The Preamble, Fundamental Rights, and Directive Principles of State Policy (DPSPs) provide ethical foundations of governance in India.
 - a. The Preamble enshrines values like justice, equality, liberty, and fraternity.
 - b. Fundamental Rights safeguard the dignity and freedoms of citizens.
 - c. DPSPs provide moral direction to policy-making, especially in areas of social and economic justice.
5. **Right to Information Act – 2005:** The RTI Act empowers citizens to seek information from public authorities.
 - It acts as a tool for transparency and accountability.
 - Reducing secrecy in government functioning helps expose corruption and malpractices.
6. **Central Vigilance Commission (CVC):** Established in 1964 and accorded statutory status in 2003, the CVC is the apex vigilance body.
 - It oversees vigilance administration and advises the government on vigilance matters.
 - It monitors corruption cases in central government organisations and public sector enterprises.
 - It functions as the nodal agency for the Central Bureau of Investigation (CBI) in corruption cases.
7. **Citizen Charters:** Citizen Charters specify the services offered by government departments, timelines, and grievance redressal mechanisms. They aim to improve service delivery, promote accountability, and make governance citizen-centric.
8. **Public-Private Partnership (PPP) Mode:** The PPP model combines the private sector's efficiency with the public sector's welfare orientation.

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

- It promotes transparency in large projects.
 - It also reduces bureaucratic monopoly in service delivery.
9. **Lokpal and Lokayuktas:** The Lokpal and Lokayuktas Act, 2013 established independent institutions to investigate corruption cases involving ministers, MPs, and government officials.
- Lokpal functions at the central level, while Lokayuktas operate at the state level.
 - They act as independent watchdogs of administrative ethics.
10. **Whistleblower Protection Act, 2014:** This Act protects individuals who expose corruption, abuse of power, or misuse of resources in government organisations.
- It encourages honesty among civil servants.
 - Protecting whistleblowers from victimisation promotes transparency in governance.
11. **Civil Service–Civil Society Partnership:** Fostering collaboration between civil servants and civil society organisations to enhance transparency, accountability, and citizen trust in governance.
12. **Promoting SMART Governance:** Building a government system that is Simple, Moral, Accountable, Responsive, and Transparent (SMART) by leveraging e-governance, digital platforms, and process reforms.

Short and Long Questions

Short Answer Type Questions

1. Write a note on Ethics.
2. Write a note on Ethics and Public Services.
3. Write a note on Administrative Ethics.
4. Write any three strategies to inculcate Ethics in the Civil Services.
5. Write any three Institutional means to enforce Ethics in the Civil Services.
6. Give three challenges to strengthen Ethics.

Long Question

1. Define Ethics. Discuss the importance of Ethics in Public Services.
2. Write a detailed note on Administrative Ethics.

MCQs for Competitive Examinations:

<https://forms.gle/ZBQm1QcJomGEAUHJA>

Multi-Disciplinary Course in Public Administration
Semester - III PUB-MDC-3-301
Civil Services in India

Suggested Readings

1. Sharma, Vibha. Public Personnel Administration – with Special Reference to India, Jalandhar: New Academic Publishing Co, 2025
2. R.K. Sapro (1985). Civil Service Administration in India, Deep and Deep, New Delhi.
3. R.K. Arora (2006). Public Administration and Civil Services, Rajat Publication, New Delhi
4. S. L. Goel (2003). and Shalini Rajneesh. Public Personnel Administration. New Delhi: Deep and Deep.
5. M. P. Sharma, B. L. Sadana and Harpreet Kaur (2011). Public Administration in Theory and Practice. Allahabad: Kitab Mahal.
6. Relevant reading material from Egyankosh - <http://egyankosh.ac.in/>
7. Relevant reading material from e PG Pathshala - <https://epgp.inflibnet.ac.in/>

