Necessity of Administrative Reforms in India:
Good Governance Perspective

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ABSTRACT

"Good Governance" is being used as an all-inclusive framework not only for administrative and civil service reform, but as a link between Civil Service Reform and an all-embracing framework for making policy decisions effective within viable systems of accountability and citizen participation. Administrative reform focuses on rationalizing structures of government.

Good governance (efficient, effective, responsive, corruption free and citizen friendly) is central to the administration for ensuring people's trust in government and promoting social harmony, political stability and economic development. Administrative reforms have been initiated both in developed and developing countries to promote good governance, although, approaches and strategies vary across the countries depending upon their history, culture and socio-political economic development..

This paper would focus on chief features of governance and good governance, And which model is relevant to Indian ethos and conditions? What are the strategies for adopting administrative reforms in the Indian context? What are the implications of good governance to developing countries, especially India.

Keywords: *governance, good governance, administrative reforms, accountability, citizen participation.*

INTRODUCTION:

"Good Governance" is being used as an all-inclusive framework not only for administrative and civil service reform, but as a link between Civil Service Reform and an all-embracing framework for making policy decisions effective within viable systems of accountability and citizen participation. Administrative reform focuses on rationalizing structures of government. Governance reform tends to refer to the improvement of legal and policy frameworks to create proper decision making environment; participatory systems for elements of civil society to become actively involved in policy and programme formulation and their implementation; and an effective and transparent system and process for control and accountability in government activities. Civil Services reform cannot be seen in isolation and it has to be undertaken along with administrative reforms for effective results. Although

comprehensive reform that involves governance, the civil service, and civil society is ideal, it requires sustained commitment from political and administrative leaders. It is also too complex to implement all at once. Few countries have undertaken comprehensive reforms and there are mixed results. The challenge lies in finding and linkages among the governance, civil service and civil society components, determining which require priority attention.

THE STATEMENT OF PROBLEM:

The present paper critically examines the strengths and weaknesses of the concept and frameworks developed by international development agencies for promoting good governance with a view to examine its relevance to Indian ethos and conditions. In doing so, the paper raises the following issues: What is governance? What is good governance? What are the administrative models for promoting good governance? What are the strengths and weaknesses of these models for promoting good governance? Which model is relevant to Indian ethos and conditions? What are the strategies for adopting administrative reforms in the Indian context?

Hence, what could be the need and necessities of administrative reforms in the present scenario, to make Indian civil services more accountable, people- friendly and an efficient system to fulfill people aspirations and achieve the national goals in a democratic manner?

PURPOSE OF THE STUDY:

To understand and analyse, what is governance? And, what is good governance?

To discuss and evaluate need and necessities of administrative reforms in the present scenario, to make Indian civil services more accountable, people- friendly and an efficient system to fulfill people aspirations and achieve the national goals in a democratic manner.

To outline brief suggestive methods/solutions in present administrative context.

METHODOLOGY:

The study would be based on secondary sources that are various journals, books, articles and other source of secondary sources.

I.   ANALYSIS OF THE STUDY:

Historically, "administrative reform" and "civil service reform" have been used almost interchangeably. The components of structure, system, processes and procedures were all organically related to recruiting and maintaining competent, motivated staff. Recently, "governance" has been used as an all-inclusive framework not only for administrative and civil service reform, but as a link between CSR and an all-embracing framework for making policy decisions effective within viable systems of accountability and citizen participation (World Bank, 1993). Administrative reform focuses on rationalizing structures of government. It creates strategic mechanisms and processes for policy- and decision-making

coordination; for literally re-forming institutions for the delivery of services, sometimes through contractual arrangements with civil society and private sector organizations; for improving delivery mechanisms within core public sectors and broader contexts; and for other means to strengthen processes and procedures for effective, efficient, economical and ethical management. Governance reform tends to refer to the improvement of legal and policy frameworks to create proper decision making environments; participatory systems for elements of civil society to become actively involved in policy and programme formulation and their implementation; and an effective and transparent system and process for control and accountability in government activities. In both administrative and governance reforms, civil service reforms are essential to reshaping the behaviour of human beings in initiating and managing all these changes sustainably.

Although comprehensive reform that involves governance, the civil service, and civil society is ideal, it requires sustained commitment from political and administrative leaders, is usually too complex to implement all at once, and often creates unmanageable dislocations. Few countries have undertaken comprehensive reforms. In those that have, results are mixed. The challenge lies in finding linkages among the governance, civil service and civil society components, determining which require priority attention, and finding sufficient support within the system to carry out strategic changes. One obvious example is the need for inter-ministerial coordination in the formerly Communist countries of Central and Eastern Europe.

II. What is Governance?

Governance broadly refers to the exercise of authority for management of collective goods. In other words, it refers to traditions and institutions by which authority in a country is exercised (Kaufmann, et.al. 2000), or "the exercise of economic, political and administrative authority to manage a country's affairs at all levels" (UNDP, (1997). Governance is about how governments and other social organisations interact, how they interrelate to citizens and how decisions get taken in an increasingly complex world (Plumptre and Graham, 1999).

The Commission on Global Governance defines governance as the "sum of the many ways individuals and institutions, public and private, manage their common affairs. It is a continuing process through which conflicting or diverse interests may be accommodated and cooperative action taken. It includes formal institutions and regimes empowered to enforce compliance, as well as informal arrangements that people and institutions either have agreed to or perceive to be in their interest.'

The interpretation of Canadian International Development Agency (CIDA) and the World Conference on Good Governance held in 1999 in Manila, Philippines, falls under this category. CIDA defines good governance as the exercise of power by various levels of government that is effective, honest, equitable, transparent and accountable. On the other hand, United Nations Deputy Secretary Looise Franchettee refers to governance as the way a country or community manages its affairs. It is the processes through which institutions, businesses and citizens groups articulate their interests, exercise their rights and obligations and mediate their differences (Caiden and Kitaguchi, 1999).

The working group of International Institute of Administrative Sciences refers to "Governance" as a process by which diverse elements in a society wield power and authority and thereby influence and enact policies and decisions concerning public life and economic and social development. These involve the relationship of individual men and women to the state, the organisation of the organs of the state, the generation and management of resources for current and future generations and the relationship between states (Corkery, 1999).

This implies how governments are exercising power and authority in managing national affairs. In other words, governance refers to the process by which diverse elements in society yield power and authority and thereby influence and enact policies and decisions concerning public life, economic and social development. Thus, governance concerns public life, economic and social development. It refers to the process in which diverse groups of people, organisations (public, private and civil society), level of governments, (super national and sub-national) and global and international agencies (multi-lateral and bilateral and multi - national) influence the process of government.

As such, Governance is a broader notion than "government" (whose principal elements include the constitution, the legislature, the executive and the judiciary). Governance involves the nature of interaction between formally defined institutions and those of civil society. Existing cultural values and social norms, traditions or structures are important influences on this interaction process (Corkery, 1999). Thus governance is much beyond the formal institutions like Cabinet, Parliament and (he judicial system. It includes various levels of government (international, national, regional and local) and other government agencies like public undertakings and autonomous corporations. Governance also refers to other private and civil society organisations, which are interacting with government in decision-making and delivery of services. They include private companies, federations of industry and commerce, NGOs and other stakeholders' organisations.

III. What is Good Governance?

It is evident from the above that governance is beyond the government. Governance signifies a change in the meaning of government, referring to the new process of governing or the changed conditions of the ordered rule; or new method by which society is governed. The essence of governance lies in its emphasis on the creation of a structure or an order, which cannot be externally imposed, but is the result of the interaction of multiplicity of governing agencies and mutually influencing actors.

Consequently, good governance refers to the type of approach the reformers adopt (facilitating role), or the type of regime (democracy) the reformers aim, or the values the organisation adheres to in its behaviour, or the goals/outcome the organisation is intent to achieve and the means an organisation adopts for achieving these goals. These goals include the economic, the social, the political and the administrative dimensions.

Good governance has been defined on the basis of the context and perceptions of the defining agency. For instance, World Bank definition refers to the mandate of lending money for economic development. World Bank underlined the significance of good governance to meet

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crisis due to the failure of neo-liberal economic policies in developing countries particularly in Africa and Latin America. According to them, no economic project, however sound, is likely to succeed, unless minimum conditions like political legitimacy, social order and institutional efficiency are met. Political instability, social unrest, absence of credible leaders, fair rules and predictable policies, bloated and non-responsive bureaucracy, complex regulations and procedures and lack of transparency are considered to be mainly responsible for the failure of market-oriented policies. The main emphasis of World Bank is on administrative and management reforms rather than political reforms since political issues are beyond its purview. Its main focus is on sound management practices to contain corruption and to improve efficiency, effectiveness and accountability in administration. In its 1997 World Development Report, the Bank argued for raising the state's capability and effectiveness, by institution building and restraining corruption.

Other Bank publications in the subsequent years developed the theme that corruption subverts governance. Similarly, the IMF has also recognised the significance of the rule of la'y, efficiency, accountability and control of corruption to promote .stability and sustainable growth (World Bank, 1997, 1999 and 2000).

Subsequently the World Bank and the OECD identified seven specific aspects of good governance: (1) public sector management, (2) accountability, (3) legal and regulatory framework, (4) transparency and information, (5) human rights, (6) participatory approaches, and (7) military expenditure for public sector reforms. The other agencies like African Development Bank (ADB), European Bank for Reconstruction and Development (EBRD), the Inter-American Development Bank (IADB) and ADB prescribe some of these aspects to lending countries as a part of good governance practices, although there are some variations in their operations and prescribed applications (World Bank, 1994; 1997 and 2000; Bhatta and Gonzalez III, 1999).

The UNDP sees governance as "the exercise of economic, political and administrative authority to manage a country's affairs at all levels.... Good governance is among other things, participatory, transparent and accountable. It is also effective and equitable. And it promotes the rule of law. Good governance ensures that political, social and economic priorities are based on broad consensus in society and that the voices of the poorest and the most vulnerable are heard in decision making over the allocation of development resources".

The working group of International Institute of Administrative Sciences says, governance has no automatic normative connotation. However, given the current international concern about governance as an influence on human and environmental development, attempts should be made to identify some basic criteria for assessing governance in a particular context. These criteria may include the degree of legitimacy, representativeness, popular accountability and efficiency of the manner in which public affairs are conducted, and the extent to which the governance environment is influenced by the conduct of public affairs (Corkery, 1999).

Thus, good governance is contextual and spatial. Good governance can be defined from a universal perspective to cultural specific activity. However, we have classified governance on the basis of approach, values, means and goals/outputs that are adopted by organisations for promoting good governance. For instance, approaches like Max Weber's ideal type

bureaucracy, Taylor's scientific management, development administration, new public administration and new public management are adopted as ideal models to promote administrative efficiency and effectiveness. In some other context, quality of administration is judged by the values, beliefs, motivations and attitudes of the administrative leaders. For instance, Kautilya's Arlhasastra finds the traits of good governance in the happiness of the subjects in a kingdom and in their welfare. The dictum is that the king shall not consider as good whatever pleases himself, but "whatever pleases his subjects he shall consider as good".

Similarly, administrator's values like impartiality, objectivity, openness and honesty are used to judge the quality of the government. Means such as rule adherence, transparency, participation and accountability would also help to assist the confidence of the people in government. Governance is also judged by the ends or outcomes like quality, efficiency, effectiveness, responsiveness and representation depending upon the context. For instance, goods produced in an efficient manner has no value if they are not according to the needs of the people (effectiveness) or if the goods are produced by an outsider rather than by their own person belonging to their own community or area (representativeness). Ultimately, the quality of governance depends upon the outcomes in terms of administrative efficiency, political stability, social cohesion and economic development.

IV. GOOD GOVERNANCE IN THE INDIAN CONTEXT:

Good governance in developing countries has been identified with political (pluralism, participation, decentralisation, human rights consensus), economic (economic liberalisation, private ownership, investment, growth - poverty alleviation), social (civil society and non-governmental organisations or communatarianism, social capital or social cohesion), legal (rule of law and independent judiciary), and administrative (accountability, transparency, less corruption, efficiency, effectiveness and responsiveness) reforms by the international development and donor agencies (Osborne, 1990; König, 1999; Kaul, 1999; World Bank, 1999). In other words, good governance is strictly connected with institutionalised values such as democracy, observance human rights and rule of law and greater efficiency within the public sector. Their main emphasis is on removal of corruption and strengthening of civil society, people's participation, transparency, administrative efficiency and accountability (Bhatta and Gonzales 1999).

In developing countries like India, good governance refers to probity in public life and responsive and people friendly administration. Good governance is the important agenda for all major political parties. Removal of corruption through anti-corruption institutions and laws like Lokpal, electoral reforms, right to information, transparency in administration (procurement and tendering), depoliticization of appointments and transfers of administrators and e-governance are the guiding principles for administrative reforms. Accountability of administration is also visualized by strengthening decentralised self- governing institutions like Panchayati Raj Institutions (PRIs) (particularly gramasabha, social auditing, monitoring, jamabandhi, people's planning and so on) and stakeholders organisations (water, forest, educational, health and other such committees), apart from other reforms (privatisation of services, down-sizing, right sizing and so on.

Good governance in the Indian context refers to the act of governance that ensures people's trust on the basis of ownership (representation) and ethical values for conducting public affairs as well as meeting physical, material and psychological needs of the citizen. Citizens develop trust in the government when they own it or when it reflects their aspirations and needs. Elements such as reflection of people's aspirations, needs and problems through elected representatives, proportional representation in political and administrative positions according to their population; people's identification with a party or leader in power on the basis of beliefs related to ideology, religion, caste, charisma, honesty and so on; consensus to resolve conflicts, adherence to the rule of law, impartial and objective behaviour of the leaders and the performance of government in fulfilling physical (infrastructural), material and psychological (security to life, property and other fundamental rights) needs are essential for enjoying the trust of the people.

V.   ADMINISTRATIVE REFORMS IN INDIA

Civil service recruitment and promotion hinge on several factors such as patronage versus merit; the relative importance of ethnic, religious, regional and caste preferences. Even where countries adopt a merit-based system, various practices militate in favour of these biases. An explicit political dimension becomes pronounced not only at the highest level of policy and programme formulation, but also at the lowest levels of regulatory and control activities.

Such political pressures are most pronounced in countries with diverse ethnic, religious and cultural groups. The stress on recruitment and promotion becomes severe where economic growth has not opened up job opportunities for the employable, either educated or unskilled and the government becomes the employer of the last resort. However, where economics expand, public employment tends to shed bias restrictions and even to use private sector practices to induct qualified people into the civil service.

The changes in our economy create a need for specialists at various jobs. With rapidly advancing technology and high degrees of specialisation in every field, the country can no longer afford to put generalists in positions requiring specialised skills. The entry and exit of civil servants from public service to private sector and vice versa, will make the civil servants" jobs more attractive, thus making it a new economy job. This may create the risk of competition feeding into the civil services even more insidiously than it already has. But that will at least help enforce accountability and be beneficial in the long run.

There are different opinions regarding the extent to which the civil service will benefit from the entry of outsiders. On the positive side, many maintain that lateral recruitment practices will help bring fresh ideas and skills into government, and that it will also provide incentives for current civil servants to perform better or risk being passed over for the prime postings. Yet a number of factors have to be balanced against these advantages. The response of the organised sector to the deputation of its senior management and professionals to Central and state governments is not clear. Karnataka's Administrative Reforms Commission cautions about the need to ensure that the skills which lateral entrants are expected to bring in were not otherwise available within the civil service, which is needed to avoid the risk that the selection process becomes ad hoc and ends up demoralising existing personnel. The other

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sensitive issues are the offer of market related salaries and the process of selection. It is necessary to lay down an open and uniformly enforced process of eligibility criteria, selection and assessment to avoid charges of arbitrary and politically biased appointments.

The challenges confronting expanded use of lateral recruitment are important, but not decisive. The issue must be addressed carefully in a phased and systematic manner, which will allow governments to take full advantage of the benefits in terms of improved skills and motivation while mitigating against some of the costs in terms of political favouritism and demoralisation. Building a motivated and capable civil service requires merit-based and non discriminatory recruitment, which rests on the absence of political patronage, transparent rules and procedures, open competition and selection by an independent agency. Subsequently, important elements in meritocracy and the motivation of employees are the opportunities for promotion, recognition and reward for performance, inter-sector mobility, placement in right jobs and the scope for skill upgrading and self-improvement. It is equally important to address demotivating factors like frequent and arbitrary transfers, a poor work environment, decrepit housing and health care. facilities, as well as special factors affecting women in office and field jobs. Civil service does not function in vacuum; civil service reforms require a relook at the entire management of human resources in government and the incentives and disincentives facing the public service from top to bottom (FadiaKuldeep, 2004).

In the final assessment, promotion – with its higher emoluments and enhanced status – remains a key element of motivation. There are differing approaches to the use of seniority and merit as criteria for promotion in countries following a similar hierarchical, „mandarin‟ structure of civil service management. Singapore consistently promotes people entirely according to merit and it is common to see younger officers supersede more senior, but less competent, officers. Malaysia follows a system of promotion and annual salary progression based upon a new performance appraisal and remuneration system (Fadia Kuldeep, 2004).

The National Commission to Review the Working of the Constitution has recommended the creation of a statutory body: Civil Services Board (CSB) to look into issues such as transfers and promotion of civil servants (NCRWC, 6.7.1). This will help in reducing political pressures on the careers of civil servants and better use of civil service resources. Sanjoy Bagchi observes, "The Commission must be invested with such functions that would increase professional competence and strengthen political neutrality of the IAS. There would be strong resistance from the politicians who would hate to lose their control over the service. The state governments are more likely to insist on the retention of their existing power for the sake of proper implementation of their programmes. These arguments are valid to some extent. But at the same time it has to be conceded that the overall performance of the service has reached such low depths that a change in controlling structure has become imperative…… The Commission must be entrusted with the total management of the service and it must have last word in all respects"(Sanjoy Bagchi, 2007).

Since in the present day personnel system, the need for posting a person according to his aptitude is not fully met, the placement policy of Government should be revised and in spite of the present rigid Service barriers, opportunities should be provided for inter-Service

mobility in accordance with the aptitudes and skills of persons, the Study Team pointed out (Nagarkatti, K.N. ,1967).

The selection of candidates for these posts, it suggested, should be made from amongst all the technical, professional, specialist and non-technical Services, on the basis of an examination to be conducted by the Public Service Commission in which those who have put in nine to twelve years of service may compete and for this purpose, the bio-data of the eligible persons should be maintained by the Personnel Agency entrusted with the selection (Nagarkatti, K.N. (1967).

The Surendra Nath Committee suggested that assignment of Domains could be made a part of the empanelment process at JS/AS levels wherein officers due for consideration may submit a write-up indicating their academic background, training courses undergone, research experience and other significant achievements and recognitions relevant to the Domain areas. The Empanelment Committee assisted by eminent experts/academics in the concerned areas may then scrutinize the write-ups (Nath, Surendra (2003).

The need to assign domains continues to receive attention in the absence of Government taking any decision in this regard. The Second ARC suggests that the Central Civil Services Authority should assign domains to officers of the All India Services and the Central Civil Services on completion of 13 years of service (10th Repot, 2nd ARC, GOI, 2008). Thus, committee after committee has been emphasizing the need to specialize. This indicates not only that the issue needs urgent attention but also the failure on the part of successive governments to take tough decisions while framing personnel policies (Singh Sujata, (2009).The second ARC"s line of thinking on tackling this very important issue of specialization in the Civil Services, is through providing channels of (a) lateral entry; (b) liberal revolving door policy; and (c) creation of a Senior Executive Service (SES) wherein positions will be filled up by applying the merit principle at higher levels and not just the entry level. This also includes providing the selected person a fixed term contract of 5 years and with differential remuneration packages depending upon the job to be performed. It visualizes the setting up of a body such as a Merit Protection Authority to ensure that the Merit Principle is strictly followed and to hear complaints. This work could also be assigned to the UPSC. On the pattern followed in the Armed Forces, people not making it to the SES can retire at the lower level (Singh, Sujata2007).

The provision of fixed tenures to civil servants calls for immediate attention. It has to be borne in mind that frequent changes of government, both at the state and central levels does not involve rotation of officers with each change. Unless fixed tenures are assured, specialization will remain a distant dream and the market will ultimately be the main beneficiary, lapping up bright officers to the detriment of public administration (Singh Sujata, 2009)

Providing fixed tenures is again a recurring theme over the decades. Fixed tenures are important not only from the point of view of building specializations but also for ensuring the accountability and neutrality of the Civil Service. The Hota Committee emphasizes to ensure good governance, civil servants be appointed to posts on the basis of objective criteria, be assured of minimum tenures and be held accountable for performance (Hota, P.C.2004).

However, providing fixed tenures should not be restricted to officers of the All India and other higher Civil Services. The havoc caused by mass scale transfers of IAS and IPS officers gets reported. What happens when there are mass scale transfers at all levels in the hierarchy, down to the Block Development Officers, goes largely unnoticed.

The Second Administrative Reforms Commission in its Report on "Refurbishing of Personnel Administration" has made some important suggestions. These include: Stage of Entry: National Institutes of Public Administration should be established to offer Bachelor's Degree Courses in public administration/governance/management. These courses should include core subjects such as the Constitution of India, Indian Legal System, Administrative Law, Indian Economy, Polity, History and Culture. Graduates of these special courses would be eligible for appearing in the Civil Services Examination. Graduates in other disciplines would also be eligible provided they compete a „Bridge Course" in the core subjects from the same selected National Institutes/Universities. Stage of Entry – interim period: Pending implementation of the reform measures suggested above, the existing structure of Civil Services Examination needs to be changed for compressing the examination cycle. For this, the Preliminary and Main Examinations need to be conducted together and evaluation of papers for the Main Examination should only be done in case of candidates securing a threshold level of marks in the Preliminary Examination. Alternatively, the number of candidates selected for appearing in the Main Examination could be restricted to two to three times of the number of vacancies available so that the Personality Test and the Main Examination are conducted simultaneously. Age of Entry/Number of Attempts: The permissible age for appearing in the Civil Services Examinations should be 21 to 25 years for general candidates, 21 to 28 years for candidates from OBC and 21 to 29 years for candidates from SC/ST and physically challenged candidates. The number of permissible attempts should be three, five, six and six respectively. In case of officers from the State Civil Services, the Union Public Service Commission should conduct an annual examination for officers who have completed 8 to 10 years of service in Grade „A" posts. Civil Services Law: A new Civil Services Law needs to be enacted which would incorporate civil service values, code of ethics, recruitment and conditions of service. Fixation of tenures, dismissal, removal etc. of civil servants, creation of executive agencies etc. The Civil Service Law should also provide for the constitution of a Central Civil Services Authority which would review the implementation of Civil Service Values. Assign domains to officers of the All India Services and the Central Civil Services on completion of 13 years of service. Formulate guidelines for appointments at „Senior Management Level" in the Government of India. Recommend names for posting at the „Senior Management Level". And identify the posts therein which could be open for recruitment form all sources. For placement at the Middle Management Level, the Central Civil Service Authority should invite applications from all officers who have completed the minimum qualifying years of service, for assignment of domains. The Department of Personnel and Training should identify all vacancies at this level in advance and the concerned Ministries should give a brief job description for these vacancies. On receipt of nominations, the DoPT should prepare an offer its and seek approval from the competent authority. For placement at the Top Management Level, the Central Civil Services Authority should invite applications from eligible officers of the All India Services and Group „A" Central Services participating in the Central Staffing Scheme. This would be

applicable for positions at the Joint Secretary/SAG level. For positions at a higher level, the Central Public Service Authority should, in consultation with Government, earmark positions for which outside talent would be desirable. The Authority would stipulate the eligibility criteria, the required domain expertise etc. and short list suitable officers for these posts. Government should make the final selection on the basis of the short list. Performance Management System: Performance Appraisal Systems for all Services should be modified on the lines of the recently introduced PAR for the All India Services. The format should be made job specific. Performance Appraisal should be the year round and provisions for detailed work plan and a mid-year review introduced. Annual Performance Agreements should be signed between the departmental Minister and the Secretary/Heads of Departments providing details of the work to be done.(10th Repot, 2nd ARC, GOI, 2008).

There cannot be any two views on the importance of the training for public services. All jobs in public administration, whether high or low, involve an element of skill and they are to be performed at optimum efficiency, such skills have to be methodically and systematically cultivated (EFadiaKuldeep, 2014). Every Government Servant should undergo a mandatory training at the induction stage and also periodically during his/her career. Successful completion of training should be necessary for confirmation in service and promotions. A strong network of training institutions at the Union and State levels needs to be created (10th Repot, 2nd ARC, GOI, 2008).

The pre-service IAS training curriculum prepares a common person to be a professional in the administrative field. This course includes both theoretical and practical parts. It is found that the course suffers from imbalance whether either theoretical or practical part is given greater importance. Foundation course is not experience based and research oriented.

One or two weeks „general module‟ of management with behavioural science inputs in training programmes needs to be substituted by more in-depth training in the area. Training needs to be more focused in developing competencies in the functional areas along with the generalised module. It should revolve around creating professional personality, which has three aspects, namely: (i) Competencies (ii) Performance and (iii) Commitment (FadiaKuldeep, 2014).

The present system of induction training for the IAS probationers is divided into four parts: Foundational Course, Professional Course Phase – I, District Training and Professional Course Phase – II. The scheme of breaking up the professional training of the IAS into bits and pieces was conceived by the ARC whose proposal was surprisingly accepted by the government quickly without much examination. This was the „sandwich course‟ with the district training sandwiched between two spells of the training in the academy. The initial period of seven months of professional training was effectively reduced to mere 26 weeks (out of which 9 weeks are being taken up by Bharat Darshan Study Tour outside Mussoorie), which was hardly sufficient to fulfil the knowledge needs of the probationers. A large number of them came straight to the Academy from technical institutions. Having never been to the university, they had hardly any acquaintance with social sciences or the humanities that would be essential for their professional work in future. Others, in spite of their knowledge of the humanities would need to deepen their understanding and familiarise themselves with totally new areas like the intricacies of criminal and revenue law and jurisprudence,

principles of public administration, administrative structures and systems, etc. The initial 17 weeks hardly enough for this pedagogy, would be interrupted by the departure for the district training. The second part of the professional training in the Academy was intended by the ARC to be „problem oriented" and devoted to mutual exchange of „experience and observations of the trainees in the states". The probationers have not yet completed their district training; they have yet to obtain a complete picture of district administration; and they have hardly any experience of practical working. How can this part of the training be problem oriented? What sort of experience will they share with each other?(SanjoyBagchi).

The efficacy and the quality of the district training depend upon the supervision by the Collector. During colonial days, the British attached a lot of importance to the quality of district training of the young ICS. They were usually posted to particular district which were known as training districts where experienced and competent collectors were posted so that they could impart proper training. The British system broke down after Independence because suitable trainers were no longer available and the number of trainees exceeded the training districts and had to be accommodated elsewhere. The Collectors being the kingpins of the administration have always been terribly busy ever since the programme of rural development began. From the 1980s, they were even more hard pressed. Earlier they have always been the coordinators of various departments being the principal agents of the government. Now they also became the target chasers, holding innumerable meetings everyday to push the government programmes. The cabinets expanded and ministers became peripatetic, expecting the Collectors to dance around them. The mobile phone was another curse, which chased the Collectors everywhere. Amongst there multifarious tasks they could hardly pay attention to the training needs of the probationers. Many of them found it embarrassing if the youngsters overheard their conversations with the ministers or were hanging around during delicate deals with local people. The intimate relationship between the Collector and the trainee that had existed in the past was now a part of history. Therefore an alternative could be to post the probationers at divisional headquarters where Commissioners could supervise the district training. The Commissioners have the knowledge, the experience and the time to devote for the probationers. They would be in a position to create the much needed esprit de corps in the new generation. They are not as preoccupied as the Collectors and could also undertake the teaching of professional ethics and standards of behaviour by their own examples (SanjoyBagchi)

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