

**ESTIMATES COMMITTEE
(1975-76)**

(FIFTH LOK SABHA)

**EIGHTY-NINTH REPORT
ON
CABINET SECRETARIAT**

(Department of Personnel and Administrative Reforms)

**Recruitment, Training and Orientation
of All-India Services**



सत्यमेव जयते

**LOK SABHA SECRETARIAT
NEW DELHI**

February, 1976/Magha, 1897 (Saka)

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Corrigenda to the Eighty-Ninth Report
 of Estimates Committee, 1975-76, Fifth
 Lok Sabha on Recruitment, Training and
 Orientation of All India Services.

Page	Para	Line	Correction
(iv)	-	-	<u>Add the following</u> as foot-note :- *Elected with effect from 17.1.1976 vice Shri. Muhammed Khuda Bukhsh died.
3	1.6	3	<u>For IPS read</u> IPS
5	1.12	4	<u>For solidarity read</u> solidarity.
7	1.17	9	<u>For position read</u> position.
8	1.21	2	<u>For is it read</u> as it.
12	1.33	Heading	<u>For Enacting read</u> Enacting.
17	1.43	4	<u>For be read he.</u>
41	2.43	6	<u>For probaloners</u> <u>read probationers.</u>
43	3.6	7	<u>For the existing</u> <u>line read :-</u> Officers have to serve is either Hindi or the regional language of
60	4.18	1	<u>For in read and.</u>
63	4.29	3	<u>For English read</u> Eighth.
	4.33	3	<u>For English</u> <u>read Eighth.</u>
66	4.38	6	<u>For clloeges</u> <u>read colleges.</u>
		7	<u>For in read is.</u>
83	6.22	3	<u>For fully not</u> <u>read fully met.</u>
		7	<u>For my read by.</u>
94	6.46	4	<u>For strategic</u> <u>read strategies.</u>
108	6.72	1	<u>For brining</u> <u>read bringing.</u>

Page	Para	Line	Corrections
120	6.93	4	<u>For</u> naional <u>read</u> national.
121	6.96	1	<u>after</u> them <u>insert</u> on a competitive basis, the marks obtained by them.
123	6.100	4	<u>For</u> unostentitious <u>read</u> unostentatious.
		5	<u>For</u> alcolic <u>read</u> alcoholic.
		9	<u>After</u> probationers <u>insert</u> are.
126	6.111	10	<u>For</u> merely and <u>read</u> merely an.
127	6.113	9	<u>For</u> are <u>read</u> and.
136	6.14	3	<u>Omit</u> 'to'
137	6.143	3	<u>For</u> at <u>read</u> an.
143	6.160	25	<u>For</u> criteriian <u>read</u> criterion
147	7.140	8	<u>For</u> millieu <u>read</u> milieu.
149	7.18	3	<u>For</u> vied <u>read</u> view.
155	7.31	12	<u>For</u> trainig <u>read</u> training.
157	7.37	7-8	<u>Omit</u> not being sent abroad for training in subject like Forensic Science.
164	8.19	6	<u>After</u> case <u>insert</u> of.
174	-	6	<u>For</u> fore <u>read</u> more.
201	1.21	last line	<u>For</u> State, <u>read</u> States.
211	4.16	6-7	<u>For</u> therefore <u>read</u> therefor.
213	4.29	10	<u>For</u> respons <u>read</u> response.
220	6.85	21	<u>For</u> began <u>read</u> begin.
228	6.114	12	<u>For</u> peronal <u>read</u> personal.
224	7.14	last line	<u>For</u> mileu <u>read</u> milieu.
235	7.20	7	<u>For</u> gest <u>read</u> guest.
238	8.15	last line	<u>After</u> course <u>insert</u> for

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(ii)

III. Letter No. 9/8/72-Trg., dt. 30-10-72 from the Director (Training), Department of Personnel and Administrative Reforms, Government of India to the Chief Secretaries to all the State Governments and Union Territory Administrations.

IV. Statement showing summary of Recommendations/Conclusions.

V. Analysis of Recommendations in the Report.

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(1975-76)

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(iv)

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1. Shri Avtar Singh Rikhy—*Additional Secretary.*
2. Shri G. D. Sharma—*Chief Financial Committee Officer.*

INTRODUCTION

1, the Chairman of Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Eighty-ninth Report on the Cabinet Secretariat (Department of Personnel and Administrative Reforms)—Recruitment, Training and Orientation of All-India Services.

2. The Committee took evidence of the representatives of the Cabinet Secretariat (Department of Personnel and Administrative Reforms) and the Ministries of Home Affairs and Agriculture (Deptt. of Agriculture) on the 19th, 20th, 21st and 25th November, 1975. The Committee wish to express their thanks to the officers of these Ministries/Departments for placing before them the material and information which they desired in connection with the examination of the subject and for giving evidence before the Committee.

3. The Committee also wish to express their thanks to Shri S. Ranganathan, former Comptroller and Auditor General, Shri S. S. Khera, former Cabinet Secretary, and Shri Govind Narain, former Defence Secretary, for furnishing memoranda to the Committee and also for giving evidence and making valuable suggestions. The Committee also wish to express their thanks to Prof. D. S. Kothari, ex-Chairman of University Grants Commission and Chairman of the Committee appointed by the Union Public Service Commission to examine the existing system of recruitment to certain services (including All-India Services) and posts by the Commission, for giving evidence and making valuable suggestions.

4. The Committee also wish to express their thanks to all the Institutions, Associations, Bodies and individuals who furnished memoranda on the subject to the Committee.

5. The Report was considered and adopted by the Committee on the 2nd February, 1976.

6. A summary of the recommendations/observations contained in the Report is appended to the Report (Appendix IV).

7. A Statement showing analysis of recommendations/observations contained in the Report is also appended to the Report (Appendix V).

NEW DELHI;
February 3, 1976

Magha 14, 1897 (S)

R. K. SINHA,
Chairman,
Estimates Committee.

CHAPTER I

INTRODUCTORY AND GENERAL

A—Introductory

The Estimates Committee (1965-66) examined the subject of "Public Services" and presented their Report to Lok Sabha (Ninety-third Report—Third Lok Sabha) in which they had dealt with, though in a limited way, matters pertaining to recruitment and training of IAS officers. Subsequently, the Estimates Committee (1967-68) presented to Lok Sabha a Report on the "Union Public Service Commission" (Forty-seventh Report—Third Lok Sabha) in which they examined *inter alia* the recruitment procedures observed by the Commission including those for All-India Services. After a lapse of almost a decade, the Estimates Committee decided to have a fresh look at the recruitment and training procedures to assess as to how far these were attuned to the needs of the time. The present inquiry is, however, confined to the All-India Services on which, by the very character of the Services, a special responsibility is cast to provide leadership and administrative support to the stupendous task of socio-economic development of the country.

1.2. In the course of examination of the subject by the Committee, a development of importance has been that the U.P.S.C. themselves by a Resolution notified on the 6th February, 1974 appointed a Committee under the Chairmanship of Dr. D. S. Kothari "to examine and report on the system of recruitment to the All-India and Central Services Class I and Class II followed by the Union Public Service Commission and to recommend such changes in the scheme of examinations and in the selection methods as would give adequate emphasis to knowledge, skills and qualities appropriate to the role and functions of the Services in the context of tasks of national development and re-construction". The Committee is enjoined upon to deal, among others, with the following matters in particular—

1. the desirability of having, instead of three examinations, as at present, a single competitive examination for the All India and other Class I Services recruitment to which is made through the IAS etc. Examination;
2. the adequacy of the Personality Test prescribed in the present scheme of the IAS etc. Examination;

3. the desirability of including more subjects particularly Engineering, Commerce, Agriculture and other technical subjects and excluding any of the existing subjects, as optional papers in the scheme of the IAS etc. Examination and of making any other changes in the scheme of the written part of that Examination;
4. the number of chances that should be allowed at the IAS etc. Examination;
5. the measures necessary to implement the decision of Government about the use of all languages included in the Eighth Schedule to the Constitution, along with English, as media for the IAS etc. Examination;
6. the arrangements to be made for review at regular intervals of the syllabi of subjects prescribed for the various examinations to take into account developments as regards courses of study conducted by educational institutions;
7. the system of direct recruitment to the Central Services and posts, Class I and Class II, otherwise than through the competitive examinations, with particular reference to the measures required to speed up recruitment;
8. the feasibility and the procedure to be adopted for bringing down the proportion of candidates to the number of posts to which direct recruitment is required to be made through competitive examinations held by the Commission as well as through selection by interview;
9. any special arrangements required in the Commission for efficient handling of recruitment to scientific and technical posts;
10. any other matter which in the opinion of the Committee has a bearing on the aforesaid items or which may be referred to the Committee by the Commission.

The Kothari Committee was to submit its report within 4 months ending on 5th June, 1974. The Committee has however not submitted its report as yet.

1.3. Notwithstanding the appointment of this Committee by UPSC, which is likely to traverse common ground so far as recruitment of All-India Services is concerned, the Estimates Committee,

recognising the far reaching importance and urgency of the matter, decided to take up the examination of the subject and present their Report to Lok Sabha.

1.4 There are at present three All-India Services, namely, the Indian Administrative Service (IAS), the Indian Police Service (IPS) and the Indian Forest Service (IFS). Every year the cadre control authorities of the Central Government, in consultation with the State Governments, forecast the vacancies likely to arise in the Services in the following year and place an indent with the Union Public Service Commission for recommending suitable candidates to fill the posts directly from the market.

1.5. The selection for the IAS and IPS is made by the UPSC through a Combined Services Examination (also known as IAS etc. Examination) held in September—November each year and that for the IFS through a separate examination held in July-August each year. The schemes of examinations comprise a written examination in compulsory subjects of general nature and in optional academic subjects the number and standards of which differ according to the Service, and an interview. The candidates who obtain a certain minimum marks are called for interview and aggregate of marks obtained in the written examination and interview determine the *inter se* merit of the candidate. The candidates for IFS have also to pass in addition, an "Endurance Test" comprising a walking test of 25 kms. to be completed in 4 hrs. as a part of their physical examination. The recommendations of the UPSC for appointment are made according to the rank obtained in the examination. After recruitment, the selected candidates are assigned to the various State/Union Territory cadres.

1.6. The selected candidates are kept on probation for a period of two years in the case of IAS and IPS and three years in the case of IFS. During this period they undergo institutional as well as field training. The IAS and IPS probationers undergo a Foundational Course of about 4 months at the Lal Bahadur Shastri National Academy of Administration, Mussoorie. The IPS probationers then go to the Sardar Ballabhbai Patel National Police Academy, Hyderabad for their professional training. The professional training of the IAS probationers is conducted at the Lal Bahadur Shastri National Academy of Administration, Mussoorie. The IFS probationers, however, first complete a Diploma Course in forestry at the National Forest College, Dehradun—a constituent unit of the Forest Research Institute and
2131 L.S.—2.

Colleges, Dehradun and then undergo the Foundational Course at the National Academy, Mussoorie.

1.7. At the end of their probation period, the probationers have to pass what is called "Probationers Final Examination". The final ranking of the officers *inter se* is made after adding the marks obtained at this examination to the total of marks obtained at the examination for recruitment.

1.8. The vacancies reserved for promotees are filled mostly by promotion of suitably qualified officers from the State Civil Services. In the case of IAS, a certain percentage of these vacancies is also available for being filled by officers belonging to other services in the State.

1.9. An attempt has been made in this report to discuss the various deficiencies and problems which have come to the notice of the Committee during their examination of the subject and to suggest suitable remedies therefor.

B—General

New All-India Services

1.10. In 1963, the All India Services Act, 1951 was amended to provide for the creation of three new All-India Services in the fields of forestry, engineering and medicine & health. The Indian Forest Service was constituted on the 1st July, 1966. In regard to the other two Services, it is stated that action to constitute them "is being taken by Government in consultation with the State Governments".

1.11 During evidence, the Secretary, Department of Personnel & Administrative Reforms was asked to state the reasons for the delay in the constitution of the All-India Services in the field of engineering and medicine & health. He stated that some of the State Governments who had initially agreed to the constitution of those Services, had "resiled from their earlier stand". Indicating the latest position he stated that the Central Government had been in touch with the Chief Ministers and were trying to persuade them at the Prime Minister's level and at the Minister's level to join the two Services which had still to be put on the ground. He was hopeful that with the initiative now taken, the response of the States would be encouraging and "in the next few months we would be able to put them on the ground, both the engineering and the medical." In

reply to question, he clarified that if the States refused, they could not be forced to join but legally and constitutionally, it should be possible to constitute these Services without some of the States participating.

1.12. The Committee consider that in a vast country like ours, with different religions, languages and customs etc., All India Services play a vital role. They provide administrative stability, national solidarity and continuity in administration. They act as invisible catalytic agents in strengthening national integration. With their broader outlook, these Services also provide a bulwark against the forces of disruption, parochialism and regionalism. The Committee therefore consider it important that All India Services should be strengthened and expanded, wherever possible. They regret to note that although it was decided to create All India Services in the engineering and medical and health services as far back as 1963, these Services have not so far been constituted. The Committee note that this matter has now been taken up at the highest level to secure the willing co-operation of the States in the constitution of these All India Services. The Committee hope that the initiatives now taken, will bear fruit at an early date. The Committee would like to emphasise that the formation of these Services should be expedited and finalised within a fixed time limit to be laid down by the Government.

Cadre Control

1.13. Prior to the creation of the Department of Personnel and Administrative Reforms, all matters relating to recruitment to the Indian Administrative Service, Indian Police Service and Indian Forest Service were dealt with in the Ministry of Home Affairs. With the creation of the Department of Personnel and Administrative Reforms in August, 1970, the cadre control in respect of Indian Police Service and Indian Forest Service was transferred to the Ministry of Home Affairs and Ministry of Agriculture respectively.

1.14. The Secretary, Department of Personnel & Administrative Reforms stated during evidence that the main considerations on which cadre control in respect of the All-India Service was decentralised was that "the specialist should be the concern of the Ministry which deals with that specialised subject" and that "in case (of the Service where) the user Ministries were more than one and it (the Service) cannot be controlled by one Ministry, the control of that Service should vest in a Central agency". He, however, pointed out that this arrangement was "with regard to the day to day

operation in Cadre Control". "The overall policy control is", according to him, "still exercised by the Department of Personnel" and that it was ensured that there was no conflict with regard to the policy".

1.15. Asked to indicate their experience of the working of the new arrangement, the Secretary stated that as far as Indian Police Service was concerned, there were no problems but with regard to the Indian Forest Service "there were difficulties with regard to the initial constitution". "In some of the States", according to him, "even the initial cadre has not been firmly put on the ground and therefore some of those problems still continue to be referred to us (Department of Personnel and Administrative Reforms) and the Agriculture Ministry is not in full command of all that is required to be done." He as well as the representative of the Ministry of Agriculture assured the Committee that when the "teething troubles" were over, the Ministry of Agriculture would be able to exercise effective control over the Indian Forest Service.

1.16. During evidence, it was pointed out to the Secretary, Department of Personnel that in pursuance of the Report of the Fulton Committee, the responsibility and control over the Civil Service in U.K. had been centralised in the newly created Civil Service Department and that the Civil Service Commission of U.K. had also been brought under that Department. He was asked to offer his comments in regard to the new arrangement in U.K. and its suitability for this country. He replied:

"Since the submission of the Report of the Fulton Committee, the Government of U.K. have made certain very basic changes. The first thing is that they have carved out a new Department of Civil Services...if one were to think in terms of having a Civil Services Department in the manner the United Kingdom has, in my opinion it would be advantageous to bring all the Services together under that Department...I believe there are advantages in having the U.P.S.C. as part of the Civil Services Department as they have in U.K. But this raises constitutional issues...But certain matters with respect to the working of the U.P.S.C. certainly need to be reviewed in the light of what is being done in the United Kingdom and it might be worthwhile making a study on that score."

1.17. The Committee are surprised that even though the Indian Forest Service was constituted way back in 1966, the initial constitution of the service has not been finalised as yet and that the Ministry of Agriculture and Irrigation, who are the cadre controlling authority in respect of that Service, are still not in full command of the situation. The continued delay in finalising the initial constitution not only affects the orderly growth and development of the service but also has a demoralising effect on the officers as in an unstable and uncertain position, meaningful career planning is hardly possible. The Committee would like Government to initiate vigorous steps to resolve the problems and finalise and announce the initial constitution of the Service in the next six months so as to end the present state of un-certainty and instability.

1.18. The Committee note that cadre control in respect of the three All India Services viz., Indian Administrative Service, Indian Police Service and Indian Forest Service is exercised by three different Ministries. While the cadre control in respect of the Indian Administrative Service is exercised by the Department of Personnel and Administrative Reforms, that of Indian Police Service and Indian Forest Service is exercised by the Ministry of Home Affairs and Ministry of Agriculture respectively. The Committee also note that prior to the creation of the Department of Personnel and Administrative Reforms, cadre control in respect of all these Services was exercised by the Ministry of Home Affairs. The Committee consider that the cadre control in respect of these three All India Services should be centralised in one Department, viz. Department of Personnel and Administrative Reforms. They are not convinced by the argument that the Ministry dealing with the specialised subject, should exercise cadre control over that service. In this connection the Committee find that even in U.K. all matters relating to the entire Civil Service are dealt with by the newly created Civil Service Department, which acts as the essential supervisory and coordinating agency within the central administration, with powers to exercise general management functions in the interest of the Service as a whole. The Committee see no reason why similar arrangements cannot be made in India also, particularly when such an arrangement existed before the creation of the Department of Personnel and Administrative Reforms. They would however like Government to ensure that the personnel dealing with cadre control in the Department of Personnel and Administrative Reforms are drawn from the three All India Services so that problems of each Service are dealt with by experienced persons of that Service.

Cadre Review

1.19. The Estimates Committee (1965-66) had, in paragraph 29 of their Ninety-third Report (Third Lok Sabha), recommended that the Cadre strength of the IAS should be reviewed on a triennial basis in a formal and scientific manner by a high-powered body presided over by the Cabinet Secretary. Government had accepted this recommendation.

1.20. During evidence, the Secretary, Department of Personnel and Administrative Reforms was asked to state whether the system of triennial review of State IAS Cadres was working satisfactorily. While replying in the affirmative, he pointed out that "some of the States take their own time in making their proposals for cadre review." As an illustration, he mentioned that for the third Cadre review due in 1975, by November reviews were completed only in respect of 6 States while review proposals in respect of 3 States were under examination. The remaining States had not submitted the proposals. According to him, if the States "were a little more prompt, the review would be extremely satisfactory." As to the steps taken to complete the review on time, he said:

"Some steps could be taken and we are getting in touch with the Chief Secretaries of the State Governments in order to ensure that these are submitted in time and that we are able to cover it up during the course of the year."

1.21. The Committee consider that the system of triennial review of cadre strength of IAS is a useful exercise as it offers Government a valuable opportunity to take stock of the cadre requirements. They however, note that there have been delays in submission of review proposals by the States. The Committee need hardly emphasise that timely finalisation of cadre review is essential as it provides a realistic basis for recruitment and career planning of this service. The Committee recommend that Department of Personnel should lay down guidelines for the States to help them in framing their proposals for cadre review and should ensure that review proposals are sent by all the States, in time.

1.22. The Committee further recommend that the system of triennial review of cadre strength should be introduced in respect of Indian Police Service and Indian Forest Service also.

Cadre Gap

1.23. The authorised strengths, officers in position and shortages in respect of the Indian Administrative Service, Indian Police Service and Indian Forest Service as on 1st January, 1975 were as follows:—

	(Position on 1-1-75)			
	Authorised strength	No. of officers in position	Shortages	Shortages as percentages of authorised strength
Indian Administrative Services	3794	3105	689	20
Indian Police Service	2091	1804	287	13.7
Indian Forest Service	1302	969	333	25.5

1.24. The Secretary, Department of Personnel during evidence explained that the authorised strength of the Services includes some “notional” elements also such as different kinds of “reserves” which might or might not be drawn up to the fullest extent. According to him, the gap between the authorised strength and the officers in position has continued “ever since the constitution of the Services” and “even at the best of time we are bound to have a gap.” He, however, admitted that the entire gap cannot be called national and agreed that “there was virtue in reducing the gap to the extent the specific posts where the vacancies exist can be identified.”

1.25. Asked to indicate the effect of this sizeable gap on the efficiency of administration and the implementation of development programmes in the various States, the Secretary pointed out that there were a number of ex-cadre posts in the States which were held by IAS officers. He, therefore, maintained that the existence of the gap “does not really mean that the State Governments are unable to carry on the functions which have been assigned to them in terms of the triennial review.”

Measures taken to reduce the Gap

1.26. The Secretary, Department of Personnel and Administrative Reforms stated during evidence that the following measures had

been taken or were contemplated to reduce the gap between the authorised strength and the officers in position:—

- (1) the proposal of the Administrative Reforms Commission to increase the promotion quota from 25 per cent to 40 percent was under consideration. If it was finally agreed to, it would enable a larger intake into the Services.
- (2) the number of direct recruits to the Services has been substantially increased.
- (3) the State Governments could utilise the officers borne on the Select List for promotion to the IAS to man the cadre posts if IAS officers were not available.

Gap in the Indian Forest Service Cadre

1.27. The representative of the Ministry of Agriculture & Irrigation was specifically asked to explain in the gap in the IFS cadre which was of the order of 25.5 per cent of the authorised strength. He stated that though the IFS was formally constituted on 1.7.1966, on account of litigation by affected parties, the initial constitution could be completed only by the end of 1972. Besides he said:

“The second trouble which is actually responsible for these gaps was that in the Indian Forest Service, during the last three or four years the intake has been fairly low, from 9 to 17. The main reason for this is that the people who normally qualify here are put on a three years probation and they have two years training in the Forest Research Institute. Secondly, they are actually subjected to a physical endurance test. They have to walk 25 kms. in four hours. So, quite a few of them actually drop out. This is one of the reasons why the intake has not been commensurate with the actual requirements of the Service. And that is why the number of people in position today is only 969 as against 1302 which is the cadre strength, of which the junior and senior duty posts alone account for 1,103.”

1.28. Asked to state whether he thought that the qualifications prescribed for the IFS were impractical or unusually rigorous, he replied:

“Actually, the qualifications are all right. All Science Graduates, Engineering Graduates and Agricultural Gra-

duates are eligible for appointment to the Indian Forest Service. Now, the same qualifications also apply in the case of IPS and IAS but if you compare the conditions and the method of recruitment of these services, you will find that in the case of Indian Forest Service, a candidate has to undergo a very arduous test....During the last three years, for example, 45 people were selected. Out of them as many as 15 people dropped in the middle and joined other services.”

1.29. The Secretary, Department of Personnel and Administrative Reforms made the following suggestion to control the problem:

“I would like the Committee to consider this aspect. The actual difficulty arises when people opt for other services. There is a question of preference of the candidates. They seem to think that promotion opportunities and the service prospect in other services may be better. This is a natural human failure. Somehow, we have been following a procedure which needs to be changed. The procedure is that if some one opts for a service during the course of the year, after having been appointed to that service, the vacancy is not filled in that year; it is carried over to the next year. What needs to be done is that if there is a vacancy and the candidate is available, we should go down the list and get more candidates. The procedure that is being followed now is that we carry over the vacancy to the next year and that creates a problem. So, perhaps, one could think in terms of revising this rule so that at least in the case of Indian Forest Service if there is a vacancy as a result of resignation or otherwise, then it should be possible to fill up that vacancy during the course of that year.”

Special Recruitment to reduce the Cap

1.30. There is a provision in the Recruitment Rules for the IAS/IPS enabling the Central Government to adopt, after consultation with the State Governments and the UPSC, such other methods of recruitment to the respective Service (other than by direct recruitment, promotion or selection), if in its opinion, the exigency of the Service so require. Under this provision Special Recruitment to the Indian Administrative Service and the Indian Police Service was made in the year 1956 in accordance with the regulations made for the purpose, in consultation with the State Governments and the Commission.

1.31. Government have stated that any attempt to eliminate the gap between the authorised strength of the cadre and the number of officers in position in one or two recruitment years would necessarily mean an inconsistently high rate of recruitment which would have a deleterious effect on the quality of recruitment.

1.32. The Secretary, Department of Personnel was asked during evidence whether Government had worked out any scheme to fill this gap within a specified period of years. His answer was:

“We do not contemplate any large scale increase in the intake of direct recruits for various reasons: in the first place, the gap is not that large and it can be filled even otherwise; and the second is that, as indicated here earlier, we seem to think that, if we go down the list considerably, then there is the danger of dilution of standards and that, the Hon. Committee would accept, is not a thing which ought to be permitted.

I would submit that there is a gap between the authorised strength and the number of officers in position, but it is not so large as to require very special remedies. We would, therefore, not advocate any special recruitment to fill this gap. At the moment, no suggestions are under consideration for any special recruitment to IAS or IPS or Indian Forest Service.”

Enacting of Posts

1.33. An eminent administrator has pointed out to the Committee that over the years a large number of posts in the States have been encadred without a corresponding increase in the annual direct intake to the Indian Administrative Service with the result that the gap in the authorised and actual strength has grown. He has suggested that the cadre strength should be reviewed to decadre some posts and throw them open to other Services.

1.34. The Secretary Department of Personnel was during evidence asked to state whether any principles had been evolved for ensuring uniformity in encadring of posts in the States for the guidance of the State Governments and the Cadre Review Committee. He replied that over the years “we have more or less evolved certain principles which have been accepted by all the State Governments and they have been applied uniformly though they have not been put down in writing as such.” These principles have been

described in a subsequent Note furnished to the Committee as follows:—

“With a view to securing a measure of uniformity in the formulation and presentation of encadrement proposals, guidelines have been laid down for the State Governments to follow. Some of these are briefly indicated below:—

(a) The State Governments have been advised that it is essential to include in the cadre all posts for which the State Government would require officers with wide administrative experience of the Standard of the Indian Administrative Service. These should include (i) all superior administrative posts above that of District Officer *e.g.* Commissioners, Members of Board of Revenue and Secretaries in administrative Departments, (ii) All Posts of District Officers, and (iii) A proportion of the miscellaneous posts including those of Heads of Offices.

(b) In formulating the encadrement proposals the State Governments are also required to keep in view the following aspects:—

1. Anticipated additional manpower requirements on account of the increased tempo of social and economic development.
2. Encadrement of such of the posts temporarily added to the cadre as are required on a long term basis.
3. Non-cadre posts which have continued for over three years may be proposed for encadrement keeping in view their duties and responsibilities.
4. Specialised posts such as Director of Agriculture, Director of Fisheries, Director of Handloom, Director of Printing etc. which should ordinarily be manned by technical officers should not be proposed for encadrement.

Standard formats have also been prescribed for putting up the Triennial Review proposals before the Cadre Review Committee. The formats are designed to throw up detailed information regarding existing cadre posts, posts temporarily added to the cadre which would be required on a long term basis and would justify their encadrement, utilisation of the deputation reserve, promotion blocks at various levels etc.

The Cadre Review Committee examines the proposals of each State on merits, having due regard to the nature and importance of the posts proposed for encadrement and whether the duties and responsibilities attached thereto require an officer of the Indian Administrative Service to man the post. Another point which is kept in view is the promotion prospects in the cadre under review *vis-a-vis* the other cadres so as to ensure uniformity in the matter of promotion prospects in various cadres at different levels. Keeping these principles in view, each State Cadre, barring a few small States which have Chief Secretary at the level of Additional Secretary to the Government of India, is allowed, besides the posts of Chief Secretary at the level of Secretary to the Government of India, one or two posts equivalent to that of Additional Secretary to the Government of India. Similarly proposals for upgradation of posts of Secretaries to the State Government from the senior scale to the super time scale are examined on merits having regard to the promotion prospects to the super time scale for a cadre under review *vis-a-vis*, the other cadres. Likewise, in regard to encadrement of 'Miscellaneous' posts, the principles kept in view are (i) whether posts with the same or similar designation exist in the other cadres, (ii) the promotion prospects in the cadre under review and (iii) whether promotion prospects for the members of the State Civil Service will be unduly affected by their encadrement and whether adequate number of cadre officers are available with the State. Taken on the whole the over-all principle is that the administrative requirements of each State cadre should harmonize with the requirements of over-all cadre management on all India basis and the problems of personnel management in the State."

1.35. The Committee are concerned that the gap between the authorised strength and the number of officers in position had, by 1-1-1975, reached the level of 20 per cent in the case of Indian Administrative Service, about 14 per cent in the Indian Police Service and 25.5 per cent in the case of Indian Forest Service. They are unable to appreciate the argument that the size of the gap does not entirely represent shortages of personnel in the field as the authorised strength includes notional elements also in the shape of various kinds of reserves which are not always drawn upon to the fullest extent. They are not inclined to agree with the representative of the Government that the gap being not substantial, no special steps are necessary. The Committee emphasise that the widening gap between the authorised strength of the All India Services and the num-

ber of officers in actual position, affects the efficiency of administration and the implementation of developmental programmes of Government. In the opinion of the Committee this gap should not be allowed to continue from year to year.

The Committee would like Government to consider what special steps could be taken to at least minimise, if not altogether make up, the cadre gaps, e.g. increase in the number to be recruited directly, special recruitment, increase in the Promotion Quota from 25 per cent to 40 per cent, a reduction of the State Cadres by decadring certain posts, review of the proportion of various kinds of reserves etc.

1.36. The Committee note that out of 45 persons selected for Indian Forest Service during the last three years, 15 dropped out in mid-stream and joined other Services with the result that annual intake by direct recruitment in the Indian Forest Service has been much smaller than the requirements. Regarding the problem of Indian Forest Service probationers joining other Services, the Secretary, Department of Personnel during his evidence before the Committee expressed the view that the existing Rules under which such vacancies are carried over to the next year, could be revised to enable the vacancies arising in a year to be filled during the same year from the available candidates. The Committee hope that necessary steps in this direction would be taken expeditiously.

1.37. The Committee however, feel that the problem of Indian Forest Service probationers opting for other Services during the course of their training, is deep-rooted and requires an inquiry into the features of the Service which make it less attractive than other Services. They, therefore, recommend that Government may appoint an expert Committee to inquire into the qualifications required for, and procedure of recruitment, the period of probation, the system of training and the terms and conditions of the Indian Forest Services vis-a-vis the job requirements of the Service and to make suggestions as to how these could be improved upon to make the Indian Forest Service not less attractive to the potential candidates to All India Services.

1.38. The Committee further suggest that similar problem in respect of Indian Police Service probationers, though on a smaller scale, may also be inquired into in depth by an expert Committee so as to pinpoint the present shortcomings and enable Government to take expeditious remedial measures.

1.39. The Committee feel that there is need for stricter policy in the matter of encadrement of posts under the State Governments. They consider that, as far as possible, only such posts may be encadréd which are required to be manned by officers having a background of district administration and that posts requiring specialised and expert knowledge and background like agriculture, dairy development, medical services etc., may not be encadréd. The Committee have already suggested that broad guidelines in this regard, may be laid down early, by the Department of Personnel for the guidance of the State Governments. They suggest that in the light of these Guidelines the State Governments may undertake a review of their cadre position and place their considered proposals before the Cadre Review Committee at an early date. This should enable larger number of posts under State Governments being manned by officers of the State civil and other professional services and at the same time relieve pressure for larger recruitment to the All India Services to bridge the cadre gap.

Lateral entry into higher Administrative Service

1.40. According to a section of public opinion the system of recruitment to the higher administrative services should provide for lateral entry of eminently qualified and experienced persons from other formalised or non-formalised Services or even from outside Government, and that there should be no inhibition against induction of 'Specialists' in higher administrative posts. During evidence of non-official witnesses also, many suggestions were made to the Committee on this subject. One of the suggestions was that there should be a separate examination for recruitment to the IAS/IPS for in-service candidates with 30 years as the age limit. Another suggestion was that a percentage of posts in the All-India Services should be filled from amongst the civil servants in lower grades. Yet another suggestion was that officers in other Services should be allowed to reappear in the examination for IAS/IPS at later stage.

1.41. In the French system, the entrance to the National School of Administration (ENA) is by means of two sets of examinations. While in the First examination the upper age limit is 25, the second examination is open only to civil servants of not more than 30 years in age. 33 to 50 per cent of the vacancies at the ENA are reserved for being filled up by the second examination. No academic quali-

fications are required for the second examination and the oral tests are designed to take more account of the civil service experience.

1.42. In United Kingdom, the Administration Trainee comprises both graduates recruited directly and able young civil servants who joined the service at a lower level. Candidates for the Administration Trainee grade from both outside and within the Civil Service are subject to the same selection procedure; a written qualifying examination lasting 1½ days; Two days of tests and interviews at the Civil Service Selection Board (for those who are successful in the qualifying examination), at which competition is against a standard, not against other members of the group; and, for those who do sufficiently well at the Civil Service Selection Board, an interview with the Final Selection Board.

1.43. The Secretary, Department of Personnel, was during evidence asked to indicate his considered opinion in this regard and also to state that in case this idea was ultimately accepted by Government, what recruitment system would be envisage to give effect to this idea. He replied that the Recruitment Rules for IAS/IPS already provided for a system of *ad-hoc* special recruitment and certain number of officers were recruited in the IAS/IPS in accordance with this system in 1956. He further stated that in the case of IAS, provision also existed for up to 15 per cent posts out of the promotion quota being filled in by selection from amongst the non-State Civil Service Officers of outstanding and exceptional merit who were duly recommended by State Government for consideration. Besides, he said Government was "at the moment seized of a suggestion whereby there might be a limited competition in recruiting people at higher levels—at the intermediate levels—into the administrative Services." As to the stage at which the suggestion was, he said:

"This question is under examination; may be in the next few months we will be able to take a decision whether this sort of limited competition which prevails in certain other countries would be acceptable to our Government or whether it should be at all adopted. . . . If that proposal goes through, then those from the Central Services and others will get an opportunity to write the examination. But it is much too early to make any comment whether or not this is going to come through. We had had such recruitment in the past."

Asked to give his personal opinion on the subject, the witness said:

“My own feeling is that it would be a good idea to attract the best of the talent from the State Service Officers because that is quite in line with this service, and they could be tried through this limited competition.

As far as the utilisation of this method for selection from other Central Class I Services is concerned, I would need some time to give thought to it.”

1.44. As regards the question of inducting professionals and experts into the administrative Services, the Secretary, Department of Personnel said:

“Induction of professional men at higher level is no great advantage to the Service. Training of technical persons costs much. It will mean wasting technical competence and his competence will be required elsewhere. At the same time, it does not mean that the highest posts in the Government are not available to the specialists. According to the latest policy being followed the highest echelons of the Government are open to anyone who has merit. At the highest posts in the Government today are 50 per cent non-IAS and ICS.”

1.45. The Committee note that in France and United Kingdom, young civil servants who join Service at a lower level, are allowed to compete for higher services. In France, an examination is held only for such civil servants of not more than 30 years in age. 33 to 50 per cent of the vacancies in the National School of Administration are reserved for being filled up by this examination. The Committee note that Govt. are also “at the moment seized of a suggestion whereby there might be a limited competition in recruiting people at higher levels—at the inter-mediate levels—into the administrative services”. The Committee consider that it would be desirable to afford an opportunity to the civil servants who have entered services at a lower level, to compete for the higher administrative services in our country also. In the opinion of the Committee, such an examination would be particularly beneficial for meritorious persons coming

from weaker sections of society as they have to enter service at early stages to earn a living for the family. The Committee recommend that Government should devise a well considered system of recruitment to the higher administrative services through a limited competitive examination among civil servants belonging to the lower services in the Centre and States at an early date. The upper age limit for the examination may be 31 years and the number of chances to appear in this examination may be the same as in the case of direct entry candidates. The nature and content of this examination should take into account the civil service background and experience of the candidates.

1.46. The Committee would like to emphasise that successful candidates through this examination, should be subjected to the same training as other probationers.

1.47. The Committee further suggest that in the light of experience gained, Government may consider filling a certain percentage of vacancies every year, through this examination.

1.48. The Committee note the observations of the Secretary, Department of Personnel that according to the latest policy being followed by Government, the highest echelons of Government are open to any one who has merit and that about 50 per cent of the highest posts in the Central Government are being manned by officers belonging to services other than the Indian Administrative Service or the Indian Civil Service. The Committee welcome this trend and hope that this policy would continue to be followed and the highest posts in the Government would be open to any one who has merit irrespective of the service to which he belongs.

Geographical Representation.

1.49. During evidence reference was made to a study which had indicated that some States were having a large representation the Indian Administrative Service while some States were not adequately represented considering their size and population. The Study had thrown up the following data in respect of the 1965 and 1970 batches of the Indian Administrative Service.

Statewise distribution of the IAS Officers

State/Union Territory	1965		1970	
	N	%	N	%
Andhra	7	5.5	4	4.2
Assam	4	3.1	2	2.1
Bihar	6	4.7	11	11.5
Gujarat . . . . .	..		1	1.0
Haryana . . . . .	..		
Jammu & Kashmir	1	0.8	1	1.0
Kerala	9	7.0	4	4.2
Madhya Pradesh	3	2.3	1	1.0
Tamil Nadu	11	8.6	7	7.3
Maharashtra	5	3.8	2	2.1
Mysore	3	2.3		
Nagaland . . . . .	..	..	..	..
Orissa	6	4.7	2	2.1
Punjab	10	7.9	8	8.4
Rajasthan	7	5.5	4	4.2
Uttar Pradesh	25	19.5	23	23.9
West Bengal	16	12.5	9	9.4
Delhi	13	10.2	14	14.5
Manipur	1	0.8		
Pondicherry	1	0.8	..	
Meghalaya . . . . .	..	..	3	3.1
Total	128	100.0	96	100.0

1.50. The analysis of the above data reveals that in 1965, the first five States which contributed maximum numbers of officers to the Indian Administrative Service are Uttar Pradesh (19.5 per cent), West Bengal (12.5 per cent), Delhi (10.2 per cent), Tamil Nadu (8.6 per cent) and Punjab (7.9 per cent) respectively. In 1970, the first five state contributing to the Indian Administrative Service are: Uttar Pradesh (23.9 per cent), Delhi (14.5 per cent), Bihar (11.5 per cent), West Bengal (9.4 per cent) and Punjab (8.4 per cent).

cent) respectively. It indicates that the first position continued to be held by Uttar Pradesh by contributing the maximum number of officers (23.9 per cent) to the Indian Administrative Service but in 1970 West Bengal occupies the fourth position instead of second occupied in 1965. Delhi has got the second position in 1970 as compared to third in 1965. The State of Bihar which occupied the eighth position in 1965 has moved up and occupies third position in 1970. Punjab maintains its fifth position even after five years. The study also reveals that the State of Mysore which contributed 3 officers to the Service in 1965 has failed to secure any representation in the service in 1970. Gujarat did not have any representation in the service in 1965 but has made the mark by getting one place in 1970. The States of Haryana and Nagaland have not been able to get representation in the I.A.S. in 1970.

1.51. The Secretary, Department of Personnel stated that during the 4-5 years there had been a considerable change and now the States were being represented in the service in large measure in accordance with their share in the total population. For instance, he said, formerly Orissa and Assam used to go completely unrepresented but as a result of appropriate measures taken in those States including coaching classes for the Scheduled Castes and Tribes candidates, many boys and girls from those areas were successfully competing in the examination. However, according to him there were certain States like Gujarat where Public Services did not hold much attraction for the people and they preferred to go in for commerce or industry. Another reason for less representation in the case of some States could be that talented boys and girls preferred to go in for other professions *e.g.* Commerce, Medicine or Engineering. He felt that there was no cause for undue concern when we had the merit system as the basis for selection and that it was difficult to find a harmonious balance between merit and regional representation. Replying to another point he said:—

“My personal view is that the most important factor has been that such of the Universities which have been meddling with the medium of instructions have suffered in terms of providing candidates to All-India Services. Some of them which did not meddle with the medium of instructions were able to provide a large number of candidates and they will continue to do so in the existing system.”

1.52 Asked to state whether any specific measures were envisaged by Government for bringing the level of representation of States fairly in proportion to their population, without in any way diluting the merit system, the witness again stressed:

“We have got to make sure that as far as the All India services are concerned, merit is not diluted in any way because dilution will ultimately reflect on the overall performance of the administration. Therefore, every other consideration is only secondary. It is important that we should have representation of the various geographical regions appropriate to their percentages and all the rest of it. We have taken some very conscious steps in order to remedy the situation.”

The steps taken were described by him as follows:

- (i) University-wise breakup of candidates was brought to the notice of the University Grants Commission for taking remedial steps to elevate the standards of universities which went unrepresented in the Public Services, University Grants Commission did take steps to effect a qualitative improvement in the standards of these Universities.
- (ii) Opening of pre-examination coaching centres for Scheduled caste and Tribe candidates. There were now 8 such centres.

1.53. The Committee are concerned to note that there are imbalances in the regional representation in the higher civil services. The Committee consider that one of the foremost challenges before the country is to bring the backward areas to a reasonable level of development. The services, particularly the All India Services, have a vital role to play in the discharge of this responsibility. The Committee feel that one of the best ways of bringing a sense of participation in the nation building process to young people from all parts of the country, is to give equitable chances to them to compete and come out successful in the competitive examination for All India Services. The fact, however, is that young persons from some of the States, are not getting due representation in these Services. This is primarily a problem relating to the educational standards followed in each State. But the responsibility of the Centre is also attracted as the grants for higher education are given by the University Grants Commission. Moreover a clear responsibility devolves on the Centre to give specific encouragement to the people of backward areas

to enable them to come up to the All India level. The Committee suggest that the Department of Personnel should take a lead in this behalf and have a detailed analysis made in depth, with the assistance of the U.P.S.C. and the University Grants Commission, to identify the factors which make for relative success or otherwise of candidates coming from different States/regions of the country and take suitable measures in this regard. The Committee attach great importance to this matter. They desire that a comprehensive scheme, outlining concrete measures which are being taken by Government to achieve this national objective, are furnished to the Committee within six months.

1.54. The Committee suggest that there should be at least one model Higher Secondary School in every district and one or more model Colleges in every State which may provide the necessary facilities and atmosphere for development of excellence in the students and equip them to compete successfully in the All India Services. The Committee see no reason why these facilities could not be provided in a planned manner in these States which are not at present well-represented in the All India Services.

1.55. Another idea which the Committee would like specially to mention is the provision of coaching centres for providing special coaching facilities to candidates belonging to Scheduled Castes and Scheduled Tribes to compete for the all India Services. The Committee understand that these centres have been able to equip the candidates to perform better in the competitive examinations. The Committee desire that such coaching centres for Scheduled Castes/Scheduled Tribes candidates should be provided at more places.

1.56. The Committee further recommend that in the light of experience gained, the question of setting up additional centres for providing special coaching facilities to students coming from States which are under-represented, may be considered on a priority basis.

CHAPTER II.
RECRUITMENT
(GENERAL MATTERS)

Methods of Recruitment

2.1. The existing method for recruitment to the Indian Administrative Service, the Indian Police Service and the Indian Forest Service are as follows :

METHODS OF RECRUITMENT TO INDIAN ADMINISTRATIVE SERVICE, INDIAN POLICE SERVICE AND INDIAN FOREST SERVICE

<i>Services</i>	<i>By Direct Recruitment</i>	<i>By Promotion</i>	<i>By Selection</i>	<i>Other Methods</i>
AS	Direct recruitment is made on the results of the combined competitive examination held annually by the U.P.S.C. for recruitment to the IAS etc.	By promotion of substantive members of the State Civil Service who satisfy certain conditions of eligibility.	By selection from amongst the non-State Civil Service Officers of exceptional and outstanding merit recommended by the State Governments.	By other methods of recruitment as may be prescribed by the Central Government in consultation with the State Governments and the U.P.S.C.
IPS	Direct recruitment is made on the results of the combined competitive examination held annually by the U.P.S.C. for recruitment to the IAS etc.	By Promotion of substantive members of the State Police Service who satisfy certain conditions of eligibility.	Nil.	Nil.
IFS	Direct recruitment is made on the result of the Indian Forest Service Examination held annually by the U.P.S.C.	By Promotion of substantive members of the State Forest Service who satisfy certain conditions of eligibility.	Nil.	By such other methods of recruitment as may be prescribed by the Central Government in consultation with the State Governments and the U.P.S.C.

Publicity for opportunities in Public Services

2.2. It is observed from the data supplied by Government that the percentage of first class graduates to the total number of candidates who appeared in the Combined Services Examination in 1972 was only 16.7. The relevant data in respect of the Combined Services Examination and IFS Examination is as follows:

COMBINED SERVICE EXAMINATION

Year of Examination	No. of applicants	Candidates who appeared at the Examination		
		Total Number	Number of first class graduates	Percentage of first class graduates to total
1968	9726	5706	644	11.3
1969	11302	6516	762	11.7
1970	11710	6730	905	13.4
1971	13538	7632	1218	15.9
1972	17684	8424	1409	16.7
1973	21032	12623	2468	19.5
1974	24423	14048	..	
1975	28538	15508	..	

INDIAN FOREST SERVICE EXAMINATION

1967		1338	179	13.38
1968		1704	263	15.43
1969		949	144	15.17
1970		1271	198	15.60
1971		1510	232	15.40

2.3. The Secretary, Department of Personnel was asked as to what concrete measures were being undertaken by Government to create an interest in the students in the subject of Public Administration and to attract larger number of meritorious students to higher administrative and public services. He replied:

“..... the attraction to the various Services is dependent on the reaction of the potential candidates to the various services. If at a particular time the employment opportunities or the conditions in some services are better, the candi-

dates tend to turn to those services. You will recall that there was a stage once when most of the brighter students preferred to go into the engineering services. That was the stage between 1963 and 1967. Therefore, all of a sudden, most of the boys who got first class in the high schools or first class in the intermediate colleges had gravitated towards the science courses or to the technical courses. But, thereafter, the employment market became somewhat dim for the engineering graduates and for the agricultural graduates or, for that matter, for the science graduates. Therefore, from 1968 onwards you will see that a larger number of better candidates in terms of first class started getting attracted to the services again”.

“Whereas I am not in a position to say that the best candidates are not being attracted, at the same time, I would say that the other avenues for them have become more and more attractive and something needs to be done to make these services a little more attractive. The fact of the matter is that in relative terms the All-India Services also have ceased to be that attractive as they were, let us say, about ten years ago”.

2.4. The Committee note that the number of applicants for the combined Services Examination has increased from 9726 in 1968 to 28538 in 1975 and the number of candidates who appeared at the examination has also increased from 5706 to 15508 during the same period. It is however noticed that the percentage of first class graduates who appeared at the examination was 19% only in 1973. The Committee feel that in view of the large number of graduates passing out of Indian Universities, there is vast scope for attracting larger number of promising students to take the examination for recruitment to the All-India Services and other Central Services. This could be done if adequate publicity is given through mass media like articles and writes-up in newspapers, radio, TV, film shorts etc., to bring out the job opportunities that the All India Services offer. The Committee suggest that Government and the U.P.S.C. should undertake production of suitable literature in this behalf and arrange for its wide circulation, about three months before the last date for submission of applications, through Universities and other leading academic institutions in the country. The Committee would further like the Members of the U.P.S.C. to pay special visits to universities/colleges, particularly those whose students are not appearing in sufficient

numbers and hold meaningful discussions with the faculty members and the students so as to resolve any doubts they may have.

2.5. The Committee further consider that it is of vital importance that the intending candidates are made fully aware of the quality of persons required for the higher civil services as also the crucial role that they would be required to play in formulâting and implementing schemes of socio-economic development specially in rural and backward areas, land reforms, slum clearance, eradication of social and economic evils like casteism, communalism, blackmarketing, hoarding etc. The Committee recommend that Government and the U.P.S.C. may suitably incorporate all these aspects in the brochures and other literature, produced by them for the information of intending candidates for these Services. The intention of the Committee is to specially encourage talented young persons who are dedicated to the cause of development of the country and have faith in people to apply in even large numbers.

Rules for Direct Recruitment

2.6. Direct recruitment to the Indian Administrative Service and the Indian Police Service is made through a Combined Competitive Examination known as IAS etc. Examination held by the Union Public Service Commission normally during September—November each year, whereas direct recruitment to the Indian Forest Service is made through a separate All-India open competitive examination held by the Commission in July-August each year.

2.7. Rules for the combined competitive examination for the purpose of filling vacancies in the Indian Administrative Service, Indian Police Service and Central Services Class I and II, and for the Indian Forest Service Examination are made by the Department of Personnel and Administrative Reforms, in consultation with the Union Public Service Commission, the Ministries concerned and the Comptroller and Auditor General of India (in respect of the Indian Audit and Accounts Service). These rules provide for the criteria for eligibility of candidates in respect of age, Nationality, Educational Qualifications as well as the syllabus of the Examination. The rules also provide for reservation for the Scheduled Castes and Scheduled Tribes at the rate of 15 per cent and 7½ per cent respectively. These are published in the Gazette of India.

Annual Intake by Direct Recruitment

2.8. The Annual Intake by Direct Recruitment into the Indian Administrative Service, Indian Police Service and Indian Forest

Service since 1965 has been as follows:—

Year	General	By direct recruitment		Total
		Scheduled Castes	Scheduled Tribes	
1	2	3	4	5
INDIAN ADMINISTRATIVE SERVICE				
1965	107	16	6	129
1966	115	17	6	138
1967	117	17	6	140
1968	100	15	6	121
1969	82	14	4	100
1970	77	12	7	96
1971	91	15	5	111
1972	106	26	12	144
1973	114	27	12	153
1974	114	21	10	145
Total	1023	180	74	1277
INDIAN POLICE SERVICE				
1965	62	9	3	74
1966	73	11	4	88
1967	80	11	4	95
1968	66	10	4	80
1969	50	11	4	65
1970	47	6	2	55
1971	57	8	3	68
1972	70	12	5	87
1973	70	14	7	91
1974	79	15	7	101
Total	654	107	43	804
INDIAN FOREST SERVICE				
1965			..	..
1966			805	(Initial constitution)
1967	..	..	..	..
1968	41	6	3	50
1969	36	6	2	44
1970	17	1	1	19
1971	19	3	..	22
1972	9	2	1	12
1973	8	2	1	11
1974	21	6	2	29
Total	151	26	10	187

Formula for Direct Recruitment to IAS/IPS

2.9. It is stated that till the 1967 Examination, the number of candidates recruited annually to the IAS and IPS was determined, taking into consideration the expansion and wastages in the various State Cadres. Since the growth of the State Cadre between 1958 and 1968 had been excessive, it was decided in 1968 that the future rate of recruitment should not be projected on the basis of the rate of growth of the cadres. Thus during 1968 and 1969 the intake was determined on the basis of 1/5th of the gap in the direct recruitment posts and the retirements in the year following the year of recruitment. For the 1970 and 1971 examination, the annual rate of recruitment to the cadre was worked out on the basis of 1/3rd of the gap in the direct recruitment quota plus 1/3rd of the number of retirements in the next three years in each State Cadre. When this standard formula was applied for the 1972 examination, it was observed that the recruitment figure for the IAS, would come to 235 against the average annual intake of about 114 during the previous five years. This sudden increase was attributed to the fact that the gaps had considerably widened as a result of the increase in the cadre strengths of the various State Cadres on account of review of the cadre strength of the State Cadres. It is stated that as a sudden increase in the quantum of intake of direct recruits could have adverse effects not only on the direct recruitment but would have also created problems of deployment, promotion blocks etc., Government decided to restrict the annual intake to 5 per cent of the number of direct recruitment posts in each State Cadre, subject to marginal adjustments in the case of particular State cadres where the requirement of direct recruits may be slightly higher than 5 per cent and where the State Governments might specifically suggest a higher recruitment figure.

2.10. The rate of direct recruitment to the IAS and IPS is therefore governed by the following two factors:—

- (i) The gap in the direct recruitment quota in the various State Cadres/Joint Cadres of the Service concerned, and
- (ii) The phasing out of the recruitment against the gap referred to in (i) above.

The gap in the direct recruitment quota of the various State Cadres/Joint Cadres of the IAS and the IPS would depend on the wastage in the Service due to death, retirement, removal, resignations, etc. and the increase in the authorised strength of the various cadres. It is worked out by reducing the number of direct recruits in position from the authorised direct recruitment posts as on 1st January of

the year of examination on the basis of which recruitment is proposed to be made to the two Services. To this is added the retirements during the subsequent three years. The annual rate of recruitment to a particular cadre is then worked out as one-third of the gap or 5 per cent of the number of direct recruitment posts, whichever is less.

Method of calculating vacancies for Direct Recruitment to the IFS.

2.11. The Indian Forest Service was constituted in 1966 and its initial constitution comprised 805 officers. The first direct recruitment took place as a result of the examination held in 1968. The recruitment as a result of examinations held in 1968 and 1969 was 50 and 44 respectively. In subsequent years, however, the recruitment has been uneven, varying from 11 to 29 between the years 1970 and 1974. The reason for this fall in annual intake by direct recruitment has been explained by the Government. According to them, during the first two examinations held by the U.P.S.C. for direct recruitment to the Indian Forest Service, State Forest Service officers, who were not eligible for consideration for appointment to the Service at its initial constitution, were allowed relaxation in upper age limit to compete at these examinations. With a view, therefore, to accommodate, as large a number of such officers as possible, the number of vacancies to be filled through the 1967 and 1968 examinations was deliberately kept high. It is admitted that it has not been possible to follow any standard formula for calculating the annual intake by direct recruitment to the various State cadres of the IFS as almost all the available posts in some State cadres were filled through initial recruitment leaving practically no scope for direct recruitment, whereas in other State cadres, wide gaps were left after the initial recruitment. In order, therefore, to ensure that recruitment at the maintenance stage of the Service both by direct recruitment and by promotion continues, till the cadres stabilise over a period of time, the vacancies for direct recruitment are being calculated on the basis of gaps in the direct recruitment quota posts and the anticipated growth of cadres, and wastage due to retirements, in consultation with the State Governments.

2.12. **The Committee have in an earlier recommendation pointed out the sizeable gaps between the authorised strength of the All-India Services and the number of officers in position and have emphasised on the Government the need for taking steps to reduce this gap to the minimum. In this context, the Committee would like Government to re-examine the system of calculating vacancies in the All-India Services for being filled through direct recruitment, so as to ensure that the estimates and actual requirements tally, as far as possible.**

Schemes of Examinations for Direct Recruitment

2.13. The competitive examination for Indian Administrative Service, Indian Police Service and Central Services, Class I and II, known as "IAS etc. Examination" comprises:—

(A)—Written examination in

- (i) three compulsory papers, namely Essay, General English and General Knowledge, each with a maximum of 150 marks.
- (ii) Three subject papers for the IAS and two subject papers for the IPS, selected by the candidate out of the optional subjects enumerated in Section II(b) of Appendix II of the Rules for the Examination (reproduced in Appendix I of this Report), each with a maximum of 200 marks. The standard of these papers is approximately that of an Honours Degree Examination of an Indian University.
- (iii) two additional subject papers in the case of IAS selected by a candidate out of the optional subjects enumerated in Section II(c) of Appendix II of the Rules (reproduced in Appendix I of this Report), each with a maximum of 200 marks. The standard of these papers is approximately that of an Honours Degree Examination of an Indian University.

(B)—Interview for Personality Test of such candidates as may be called by the U.P.S.C., carrying a maximum of 300 marks for IAS and 200 marks for the IPS.

Thus, the total maximum marks for the IAS and IPS are as follows:—

A—WRITTEN EXAMINATION	IAS	IPS
<i>(a) Compulsory Papers</i>		
Essay	150	150
General English	150	150
General Knowledge	150	150
	450	450
<i>(b) Optional Papers</i>	600	400
<i>(c) Higher Optional Papers</i>	400	..
	1450	850
B—PERSONALITY TEST	300	200
Total :	1750	1050

2.14. In the IAS etc. Examination, the standard of question papers on the optional subjects is approximately that of an Honour's Degree examination of an Indian University and that of the additional two optional subjects to be offered for the IAS is of a level approximately of a M.A./M.Sc. standard of an Indian University. The detailed syllabi of the subjects are given in the Rules for the Examination notified in the Gazette for the information of the candidates.

2.15. The competitive examination for the IFS comprises:

(A) Written examination in:—

- (i) two compulsory papers, viz, General English and General Knowledge, each having a maximum of 150 marks. (Total marks 300).
- (ii) two subject papers selected by the candidates out of the optional subjects enumerated in Section II(b) of Appendix II of the Examination Rules (Reproduced in Appendix I of this Report), each having a maximum of 200 marks. (Total marks 400).

(B) Interview for Personality Test of such candidates as may be called by the U.P.S.C. (Maximum Marks 200).

2.16. In the IFS Examination the standard of papers in General English and General Knowledge is such as may be expected of a Science/Engineering graduate of an Indian University. The standard of papers in other subjects is approximately that of Bachelor's Degree (Pass) of an Indian University. No practical examination is conducted in any of the subjects. The detailed syllabi of the subjects are given in the Rules for Examination notified in the Gazette for the information of the candidates.

Recruitment for the Indian Police Service

2.17. The Committee on Police Training (Gore Committee) had made the following recommendation in paras 57—63 of Chapter VI of their Report:

“An Assistant Superintendent of Police is generally in-charge of a sub-division and may be required to perform any of the duties of the Superintendent, subject to the latter's control. There is considerable evidence to show that the quality of the new entrants to the I.P.S. has been deteriorating and that candidates of comparatively low academic calibre have entered the service in recent years. This is

ascribed to the defects inherent in the present system of selection in so far as it fixes the lower age limit as 20 year the number of optional subjects to be offered at two, and the marks for the personality test at 200, which, taken together, seem to presume that the I.P.S. can do with candidates without post-graduate qualifications and a comparatively inferior personality. This system also develops an inferiority complex in I.P.S. officers from the very start. Officers of the I.A.S. and the I.P.S., who have to run the district administration face the same difficult and complex situation and have to be endowed with the same qualities of leadership and decision making and character and temperament. We recommend, therefore, that the lower age limit for the I.P.S. should be raised to 21 years and the written examination and the marks for the personality test should be the same as for the I.A.S. The range of the optional subjects for the written examination should be widened to include criminology and electronics."

2.18. During evidence, the representative of the Ministry of Home Affairs was asked as to what was the decision of the Government on this recommendation of the Gore Committee. He replied:—

"In the Home Ministry, these recommendations of the Gore Committee were considered and it was decided to accept the recommendations and forward them to the U.P.S.C. who in their turn would be placing them before the Kothari Committee. So, in principle, in the Home Ministry, we have accepted this. But, this is now under examination by the Kothari Committee".

Age Limits for IAS/IPS

2.19. Between 1947 and 1971, the lower and upper age limits for eligibility for admission to the IAS etc. Examination were 21 and 24 years respectively in the case of IAS and 20 and 24 in the case of IPS. On the recommendations of the Administrative Reforms Commission, the upper age limit, both for the IAS and IPS, were raised from 24 to 26 years, with effect from the examination held in 1972. Now, a candidate to be eligible for the examination for these Services has to be within these age limits as on 1st August of the year in which the examination is held.

2.20. Upto March, 1955, the upper age limit was relaxable' by three years for candidates belonging to Scheduled Castes and Scheduled Tribes and for certain other categories. With effect from

April, 1955, this relaxation of upper age limit has been extended to five years.

Age limits for IFS

2.21. In the case of IFS, the age limits are the same as for IPS, namely 20 and 26. A candidate to be eligible should be within these age limits on the 1st July of the year in which the examination is held. The rules for relaxation of upper age limit in favour of Scheduled Caste and Scheduled Tribe candidates and certain other categories are the same as in the case of candidates for IAS/IPS.

2.22. The Committee on Police Training (Gore Committee) (1974) has recommended that the minimum age limit for direct recruitment to the IPS should be raised from 20 years to 21 years and brought at par with that in respect of the I.A.S. Suggestion to raise the minimum age limit in respect of the IPS and IFS from 20 years to 21 years have also been made in the memoranda submitted to the Committee as well as during evidence before the Committee by non-officials.

2.23. The Secretary, Department of Personnel was, during evidence, asked to indicate the reasons for different age limits being prescribed for the IAS and IPS/IFS examinations. He stated that it was because the standard of examination for the latter Services was lower as compared to that for the IAS which a candidate was able to acquire when he was younger in age. It was, therefore, thought that the candidates for the IPS and IFS could be permitted to take the examination earlier. Asked whether he envisaged any difficulty in making the age limits uniform for all the three All-India Services, he replied:

“I would say that there are no difficulties that we envisage, if we take people in the uniform age group of 21—26 for all the services. This suggestion is worth considering... I would like to submit that if this uniformity could be introduced, it would be a good thing to happen.”

2.24. A memorandum to the Committee had suggested that the upper age limit of 26 for the Services was too high and that it should be brought down to 24 as it was before 1972. Expressing his opinion in regard to the suggestion the witness stated that the enhancement of the upper age limit to 26 years, was done “after a great deal of deliberation” to afford opportunity to candidates with technical and professional qualifications, to the candidates belonging to Scheduled

Castes and Scheduled Tribes and to those from rural areas who join school late and consequently graduate comparatively late.

2.25. The Committee agree with the recommendation of the Gore Committee on Police Training that in view of the fact that the officers of the IAS and the IPS have to face the same difficult and complex situations in running the district administration and have therefore to be endowed with the same qualities of leadership and decision making and character and temperament the qualifications of candidates and the standard of examination for the IPS should be the same as for the IAS. The Committee recommend that Government should take steps as necessary, to remove the disparity as between the IAS and IPS in the matter of qualifications of candidates, the scheme of the written examination, and marks for the written examination as well as for interview so as to draw into the IPS, officers of a better calibre.

2.26. In view of the fact that educational qualifications required for appearing in the Indian Forest Services examination include degrees in agriculture and engineering, it is unrealistic to keep the lower age limit for appearing in that examination as 20 years. The Committee therefore recommend that the minimum age limit for candidates for the IFS should also be increased from 20 to 21 years to bring it at par with that for the IAS and IPS.

Number of chances for appearing in IAS etc. Examination.

2.27. Prior to 1961, the number of chances a candidate could avail himself of to take the Combined Services Examination was limited only by the limitations imposed by the upper and lower age limits. From 1961, the Combined Services Examination, was treated to comprise three examinations one each for the following categories of Services:

Category I—IAS and Indian Foreign Service.

Category II—IPS and Police Service, Class II.

Category III—Central Services, Class I and Class II.

The number of chances was limited to two for each category from 1961. With the raising of the upper age limit for taking the examination from 24 to 26 as a result of the recommendations of the Administrative Reforms Commission with effect from the 1972 examination, Government examined the question of increasing the number of chances a candidate was allowed from two to three. It is stated

that "in consultation with UPSC and the Ministry of Law, Justice and Company Affairs" it was decided to increase, with effect from the examination held in 1973, the number of chances from two to three for each category of Services.

2.28. The UPSC have, however, in paragraph II(V) of their Twenty-third Report (1972-73) pointed out that they had agreed to the proposal of the Government to raise the upper age limit from 24 to 26 years "on the understanding that the existing condition relating to restriction of two chances in the scheme of examination would continue to apply." Opposing the proposal of the Government to increase the number of chances, the Commission had referred to the Report of the Public Services (Qualifications for Recruitment) Committee which had expressed the view "that the mental qualities as also the personality can best be tested in one or at the most two examinations" and that "a person who fails to come to the standard in the first two examinations may, on the basis of his experience of examination and having acquired the techniques thereof, be successful in the third." Such success the Committee had observed "does not necessarily reflect the innate qualities of the candidate." The Commission's Report reveals that at one stage Government had mooted revised proposals to the effect that the IAS etc. Examination should be treated as a single examination and that the number of chances should be limited to three for the examination as a whole, in which the Commission had concurred. Subsequently, the Report says, Government explained that doubts had arisen about the legal validity of the proposal to treat the examination as a single examination and they decided that from 1973 examination, three chances would be available to the candidates for appearing at each of the three separate examinations. Government, however, assured the Commission that it was a purely temporary measure and that they proposed to set up a high level Committee to examine the scheme of the examination. The Union Public Service Commission have referred the question of the number of chances that should be allowed at the IAS etc. Examinations to the Kothari Committee.

Number of chances for appearing in the IFS Examination

2.29. Secretary, Department of Personnel was, during evidence, asked whether there was any limitation on the number of chances that a candidate could avail of for appearing in the IFS Examination. He said that there was no such limitation in the case of IFS Examination. The implication was that a candidate could between the age of 20 and 28 years, sit in the examination as many as six times.

2.30. The Committee are unable to appreciate the view expressed in the Report of the Public Services (Qualifications for Recruitment) Committee that a person who fails to come upto the standard in the first two examinations may, on the basis of his experience of examinations and having acquired the technique thereof, be successful in the third and such success does not necessarily reflect the innate qualities of the candidate. Since the age limits for the examinations already impose a ceiling on the number of chances that a candidate can avail of, it is only reasonable that any further limitation in this regard should not be unduly harsh so as to deny to the candidates opportunities to improve the standard of their performance at the examinations.

List of successful candidates

2.31. The Union Public Service Commission forwards to Government a list arranged in order of merit of the candidates who have qualified by such standards as the Commission may determine. The candidates belonging to any of the Scheduled Castes or the Scheduled Tribes may, to the extent the vacancies reserved for the Scheduled Castes and the Scheduled Tribes cannot be filled on the basis of the standard determined by the Commission for general candidates, be recommended by the Commission by a relaxed standard to make up the deficiency in the reserved quota, subject to the fitness of these candidates for selection to the Services, irrespective of their ranks in order of merit at the examination. This list is published in all the leading News Papers for general information.

2.32. Subject to the rules relating to appointments to Government Service, the candidates are offered appointment to the available vacancies in the Service(s) in the order in which their names appear in the list excepting in the case of the vacancies reserved for the Scheduled Castes and Scheduled Tribes which are filled by appointment of candidates belonging to these categories in the order in which their names appear in the list, irrespective of their relative rank as compared with other candidates of the general category.

Allocation of direct recruits to State Cadres

2.33. The direct recruits to the Indian Administrative Service and the Indian Forest Service are allocated by the Department of Personnel and Administrative Reforms to the various State Cadres in accordance with the principles laid down for the purpose. The allocation of direct recruits to the Indian Police Service to the various State Cadres is done by the Ministry of Home Affairs. However,

the principles of allocation are the same as those applicable to the Indian Administrative Service and the Indian Forest Service.

Principles of Allocation

2.34. The main principles laid down for allocation of direct recruits to the three All India Services to the various States Cadres have been described as under:—

- (i) As far as possible 50 per cent of vacancies to be filled in each State Cadre is filled every year from out of candidates not belonging to that State and a uniform policy is being followed in respect of all States.
- (ii) Allocation of the candidates belonging to the Scheduled Castes, Scheduled Tribes and women candidates is done on the basis of their ranks in the merit list and the preferences expressed by them for various States. In the case of women candidates, however, their allocation against the 'outsider' vacancies should not exceed 25 per cent of the total vacancies in a particular cadre.
- (iii) The allocation of general male candidates as 'insiders' is done in accordance with their ranks in the merit list and their preference for their 'home' States.
- (iv) The allocation of general male candidates as 'outsiders' is done in accordance with a roster system.

Review of the system of Allocation

2.35. During evidence, the Secretary, Department of Personnel was asked whether any review had been made in the past of the system of allocation of officers of All-India Services to different State Cadres to find out how the system has been working. He replied:

"A review was undertaken in 1967 when the system relating to rank and preference was given up. Thereafter, in 1972, after the introduction of the revised system, a further review was undertaken and, in consultation with the State Governments, it decided that that system namely, the present system might be continued. We have undertaken another review currently certain factors which have been thrown up in the last few years are being taken into consideration. I do hope, by the time we make the next allocations, we would have decided whether or not to continue the present system."

2.36. In reply to the question, whether any difficulties were pointed out by the States in the operation of the existing system of allocations, he said: "I will not say that there is any great resistance on the part of the States with regard to the existing system. But there are certain problems which have come to our notice and they merit some consideration."

2.37. In a subsequent written reply to a point, the Department of Personnel have stated that the principles of State allocation have been reviewed very recently while working out the allocation of candidates to various States on the results of the 1974 examination. One of the alternatives which have been considered by Govt. is the limited zone wise preferences of the candidates. The Government claim that by and large the existing system has been found to be working satisfactorily as it ensures equitable distribution of high ranking candidates to the various States as also mitigates the regional imbalances in the matter of allocation of candidates to the various States.

Delays in finalising Allocation

2.38. A memorandum to the Committee from an eminent and knowledgeable retired civil servant states:

"For the allocation of candidates to the different States, there should be a fair and uniform system and the allocation should be announced within one week of the commencement of training. There have been enormous delays in the recent years and sometimes the allocation has been announced towards the end of the training period thus depriving the candidates of the advantage and opportunity of language training."

2.39. During their on-the-spot study tour to the Lal Bahadur Shastri National Academy of Administration, Mussoorie, the Director of the Academy also pointed out the difficulties of the IAS Probationers as well as the Academy in late finalisation of the State allocations. According to him the delays in finalisation of allotments to State Cadres created difficulties in the operation of the counselling system which was based on State Allotments and the learning of the spoken Indian language of the State by the probationers.

2.40. Government were asked to state whether the complaint was true and if so, what were the reasons therefor. They have admitted that sometimes the State allocations of candidates have

been delayed. They, however, attribute it to the fact that the medical examination of some of the candidates recommended for appointment to the IAS|IPS|IFS remains pending, despite the best efforts made by the Department to get them finalised. Unless all the candidates recommended for appointment to these Services are appointed, the State allocation of these candidates cannot be taken up. Sometimes, according to them, the delays are on account of the supplementary candidates that have to be summoned from the UPSC, in place of candidates who are finally rejected on medical grounds.

2.41. The Committee understand that allocation of direct recruits to the three All India Services to the various State cadres, is made according to well laid out principles like ranking in the merit list, preference for the home State and roster system etc. They note that these principles were reviewed recently and that Government are also trying the alternative of limited zone-wise preference of the candidates. According to Government, the existing system is working satisfactorily as it ensures equitable distribution of high ranking candidates to the various States and also mitigates the regional imbalances in the matter of allocation of candidates to the various States. During their visit to the National Academy of Administration, the Committee gathered the impression that the probationers were not aware of the principles followed in the allocation of candidates to the various States and that there was an amount of ambiguity and uncertainty in this regard. The Committee would like Government to work out and strictly implement rational and equitable principles of allocation of All India Services candidates to the various States. They desire that these principles are published in the annual report of the Department for the information of all concerned.

2.42. The Committee note that as far as possible, 50 per cent of the vacancies in each State cadre are filled every year from out of the candidates not belonging to that State. In the opinion of the Committee, the posting of young officers from other States to a State is an integral feature of these services which should not be allowed to be compromised in any manner. The Committee are, however, not sure that these provisions are enforced strictly in the case of each State. The Committee would like to emphasise that there should be no remiss in the enforcement of these provisions and that 50 per cent of vacancies in each State cadre should be filled up from out of the candidates, not belonging, to that State. The Committee would like that relevant information about the posting and allocation of officers of All India Services to different

States should also be published in the annual report of the Department.

2.43. The Committee observe that delays have been taking place in the allocation of IAS probationers to State cadres, affecting adversely their programme of training and learning of the regional language. The Committee would like Government to evolve a procedure whereby the allocations to the State cadres are known to the probationers within a month of their joining the Academy. The delay in the finalisation of the medical examination should not be allowed to stand in the way of these allocations, as such candidates whose number would be small, could be allocated to the States later on, after receipt of their medical examination report. The Committee desire that the time taken in making allocations should also be suitably mentioned in the Annual Report of the Department.

CHAPTER—III

WRITTEN EXAMINATION FOR DIRECT RECRUITMENT

Compulsory Papers for IAS etc. Examination.

3.1. As already stated, the candidates for the IAS/IPS have to appear in the "IAS etc. Examination" which comprises *inter alia* written examination in three compulsory subjects, namely Essay, General English and General Knowledge, each with a maximum of 150 marks. It has been suggested in a memorandum to the Committee that besides the three existing compulsory papers, there should be two additional compulsory papers, namely "General Science" and "Current Affairs". The memorandum says:—

"The paper on Essay will test the candidate's power of expression, capacity to think, ability to marshal and present facts and to advance arguments. The paper on General Knowledge will be designed to ascertain the range of interest and information and to test knowledge of important facts of history and geography, the sociological and cultural heritage of India and the political set up in the country with particular reference to the Constitution. The paper on Current Affairs will include questions on matters of general interest relating to economics, trade, agricultural or industrial production, political or social movements and important happenings and problems of the day, both national and international. The paper on General Science will assess the candidate's extent of knowledge and understanding of basic, but simple, scientific facts or phenomena and his appreciation of events and developments relating to science and technology which are of general interest or of everyday use and which are being currently talked about and commented upon."

3.2. During their visit to the Lal Bahadur Shastri National Academy of Administration, Mussoorie, the IAS Probationers suggested to the Estimates Committee that Compulsory Papers for the IAS etc., examination should include papers on "General Science", "Agriculture" and "Development of Indian Society and Culture".

Compulsory Papers for IFS Examination.

3.3. The candidates for the IFS Examination have to appear in two compulsory papers, viz, General English and General Knowledge, each having a maximum of 150 marks. It has been suggested in a memorandum to the Committee that an additional Compulsory Paper on "General Science" should also be prescribed for this Examination.

"General English" as Compulsory subject for IAS etc./IFS Examinations,

3.4. A point was raised during evidence that since Hindi had been declared as the National Language of the country and English had the status of only an associate language, it was hardly justified to keep the subject of "General English" as a compulsory subject for the IAS etc./IFS Examinations. It was held that if there was a compulsory paper in "General English" then there should be a compulsory paper in "General Hindi" also. This would give encouragement to the teaching and study of Hindi language all over the country, which being the National language had ultimately to replace English. In reply, the Secretary Department of Personnel merely drew attention of the Committee to the emotions aroused in some parts of the country over the question of language.

3.5. The Committee note that at present three compulsory subjects namely, Essay, General English and General Knowledge are prescribed for IAS etc., Examination and two subjects, namely, General English and General Knowledge for the IFS Examination. The Committee consider that candidates for All India Services should inter alia have a basic knowledge of general science, development plans, agriculture, Indian society and culture etc. They, therefore, recommend that the scheme of compulsory papers for the written part of the IAS etc./IFS examinations may be reviewed and suitably modified to cover these aspects.

3.6. The Committee further note that 'General English' is one of the compulsory papers in the All India Service examinations. They understand that medium of instruction in Schools, Colleges and Universities in a number of States has been switched over from English to Hindi and regional languages. Besides, the language of administration in most of the States where the All India Service English to Hindi and regional languages. Besides, the language of the area concerned. There is also a general feeling that the All India Service examinations are weighted in favour of students who have a good command of the English language. The Committee would therefore like Government to review the matter and see that

fair opportunities to compete in these examinations, are available to students coming from rural and backward areas and those who have studied in colleges and Universities where medium of instruction is either Hindi or the regional language.

3.7. The Committee have, elsewhere, in the Report suggested that special coaching facilities should be made available for candidates coming from weaker sections of society or States from where the representation to the All India Services is very much less in proportion. The Committee expect that special coaching facilities would inter alia cover development of adequate standard in the candidates for scoring well in English language paper. -

Optional Subjects.

3.8. As already stated, for written examination the candidates for IAS as also IPS have to appear, in addition to three compulsory papers, in certain subjects selected by the candidates out of a prescribed list. Candidates for the IAS have to appear in five subjects including two of a higher standard and those for IPS in two subjects. The List of optional subjects is re-produced in Appendix I. It would be seen from this list that the number of optional subjects is as many as 46 while the List of additional optional subjects for the IAS includes about 28 subjects.

3.9. It has been represented to the Committee that the lists of optional subjects for the IAS etc. examination should be liberalised to include subjects on modern management techniques, Chartered Accountancy, Cost Accountancy, Engineering etc., to allow fair opportunities to candidates from those fields.

3.10. During the visit of the Committee to the Lal Bahadur Shastri National Academy of Administration, Mussoorie, the IAS probationers also represented that though candidates holding degrees in engineering and Agriculture were eligible to appear in the IAS etc. examination, engineering and agricultural subjects did not find a place in the list of optional subjects and the graduates in those fields had to offer Arts or science subjects which they had not read at the degree level.

3.11. In regard to this question, the representative of the Department of Personnel stated during evidence that the Kothari Committee appointed by the U.P.S.C. would also be examining this question.

Asked for his personal opinion on the suggestion, the Secretary Department of Personnel stated:—

“My personal view would be that in the generalist services, it is not good in the national interest to be tapping areas where the potentiality, as developed today is not adequate even to meet the country’s requirements. I am only referring to people who have a professional background altogether. As far as their technical and professional background is concerned, I am not quite sure whether they should be inducted into the generalist service, whether they will be of any use there and whether they would not be causing a depletion in the ranks of the technical needs of the country. We can complicate the matter if we bring in far too many specialisation as subjects.”

3.12. Another point made by the probationers was that some of the Arts subjects (such as History and Law) were divided into two or more subjects with the result that an Arts students by preparing only one subject could offer two papers at the examination. On the other hand a science student had to cover a very large course for each science subject that he offered for the examination. It was suggested that some of the science subjects could as well be split up into two or more subjects.

3.13. It is noticed that the List of optional subjects includes, besides “Indian History” and “World History”, “British History” and “European History” also. The List also includes “English literature”. The foreign languages which could be offered as optional subject for the examination are: Arabic, Chinese, Persian, French, German and Russian. The List of additional optional subjects for the IAS includes “British Constitutional History” and “European History”.

Position in U.K.

3.14. Before 1970 the method of recruitment to the Administrative Class in U.K. was, as follows:—

At the Assistant Principal level candidates were selected either by:

- (a) a qualifying written examination in general subject followed by an interview and then by written papers in

optional academic subjects at Honours degree level (Method I); or

- (b) a qualifying written examination in general subject followed by tests and interviews at the Civil Service Selection Board lasting two days, and interview before a final board (Method II).

3.15. The Fulton Committee on The Civil Service in Para 13 of Appendix E to Volume I of their Report (1966-68) had the following observations to make in regard to Method I of recruitment at the Assistant Principal level :—

“... the wide variations in the content of first-degree courses, the growth of new specialisations, and the very wide choice of special subjects and optional subjects in university courses have made it increasingly difficult to devise syllabuses for the Commission's examination which adequately reflect all the main degree courses in the universities of the United Kingdom, and so cater fairly and attractively for all potential candidates. There are already over 160 papers in the examination (from which each candidate has to choose between five and seven). But the range of subjects and of papers is now unsatisfactory. A very large expansion in the number of papers would be required to make the examination fair to candidates from all universities by catering for all the options they can take. In fact this is virtually impracticable....”

3.16. The Committee understand that on the recommendation of the Fulton Committee, recruitment through Method I has been stopped and, instead, recruitment is being done entirely through Method II. Method I broadly correspond to our own system of recruitment for the All India and Class I Services through the combined competitive examination organised by the UPSC. In Method I, the stress was on academic subjects. In Method II, however, the written qualifying examination does not include academic subjects but comprises an English summary, figure-based question, a series of cognitive tests and a test of constructive thinking. The written examination lasts for a day and a half comprises of the following:

- (a) An English Summary (1-1/2 hrs.)
- (b) General Paper I—This is an exercise to test the candidates' power of constructive thinking and their ability to

set out ideas lucidly and cogently. Candidates are presented with a situation posing a problem or problems to which solutions are required.

(2 hrs.)

- (c) General Paper II—This is an exercise to test the candidates' ability to draw sound common-sense inferences from information presented in statistical form and to point out inadequacies or limitations in that information.

(1 hr.)

- (d) Five objectively marked tests lasting between 15 minutes and one hour. They are mixed sentences test, verbal test, comprehension test, data sufficiency test, and diagrammatic test.

Review of syllabus of the various subjects.

3.17. It is stated that the syllabi of the various subjects "are kept under continuous review by the U.P.S.C. in consultation with the academic experts and other authorities." The syllabi of the following subjects were revised in the years indicated against each:—

Year	Subject.
1961	Hindi
1967	Advanced Psychology
1967	European History
1968	Sociology
1969	Pure Mathematics Higher Pure Mathematics Higher Applied Mathematics Statistics.
1970	Law I Law II
1974	Sociology Advanced Sociology.

There was a general review in the year 1966 of the syllabi of the compulsory, optional and additional optional subjects, a few of which were revised.

3.18. The Committee note that the list of optional subjects for the Indian Administrative Service etc., Examination includes as

many as 46 subjects and the list of additional optional subjects for the Indian Administrative Service about 28. They further note that whereas candidates with degree in Engineering are allowed to appear in the IAS etc., Examination, the various subjects taught to engineering graduates do not find a place among the optional subjects for the examination, with the result that the subjects to be offered by an engineer candidate, may not have been studied by him at the degree level. They see no reason why it should not be possible to include subjects relating to the main Engineering Graduate Courses in the IAS etc. Examination when science subjects such as Botany, Zoology, Chemistry etc., are already allowed as optional subjects. The Committee, therefore, recommend that the major subjects taught to the engineering graduates should also be included among the optional subjects for the examination.

3.19. The Committee also desire that science subjects which have a wide-ranging scope of study may be split into two or more optional subjects for purposes of examination.

3.20. The Committee feel that management being an important function of the higher administrative services, the subjects of Modern Management including Management Accountancy etc., may also be included among the list of optional subjects.

3.21. The Committee need hardly point out that, as elsewhere in the world, some of the most talented and promising students are being attracted to professional courses such as engineering, agriculture, commerce etc. The Committee feel that these young persons with professional qualifications who have the ability, aptitude and the making to do well in the general papers which are compulsory, should not be placed at a disadvantage with reference to the optional subjects in the All India Services examinations. In fact, the scheme of examinations should be such that it gives an equitable chance to promising students coming from the various streams of discipline, namely, science, humanities, engineering, commerce, agriculture, accountancy, etc. The Committee would like Government to have this matter examined in depth in consultation with U.P.S.C. and inform them of the decision taken to rationalise the choice of optional subjects.

3.22. The Committee note that the present List of optional subjects gives a wide choice to the students of history and they can exercise options out of the four papers on history; namely, Indian History, British History, European History and World History. For

optional papers of a higher standard, the history students can exercise options out of the five papers on history, namely, Indian History (from Chandra Gupta Maurya to Harsha), Indian History (The great Mughals), Indian History (from 1772 to 1950), British Constitutional History (from 1603 to 1950) and European History (from 1871 to 1945). The Committee feel that the choice of papers on History pertaining to continents/countries or areas for the IAS etc., Examinations should be more relevant to the present day requirements and facts. The Committee therefore suggest that this aspect may be reviewed by an Expert Committee consisting of eminent educationists and experienced administrators and necessary action taken at an early date to rationalise these subjects and publish them for the information of the candidates.

3.23. The Committee would like to stress that candidates with a scientific and technical background should not feel at a disadvantage at the written examination, compared to the Arts students. They would like that the list of successful candidates should be analysed to see that students of no particular academic subject enjoy continuously a greater share in the Services and suitable measures taken to remedy the position.

3.24. Although it is stated that the syllabi of the various subjects are kept under continuous review by the Union Public Service Commission, it is noted that between 1961 and 1974, the syllabi of a few subjects only were revised. Further, as knowledge gets more and more specialised and educational institutions undertake teaching in more and more disciplines, there is need for updating the list of optional subjects if fair opportunities are to be given to candidates from major disciplines. The Committee note that in U.K., Method I of Recruitment which provided for an examination in the academic subjects, has been given up because it has been observed by the Fulton Committee that a very large expansion in the number of papers would be required to make the examination fair to candidates from all Universities by catering for all options which is virtually impracticable. With effect from the 1970 examination, the recruitment to the Administrative Group in U.K. is only by Method II in which the written qualifying examination does not include academic subjects but comprises an English summary, a figure based question, a series of cognitive tests and a test of constructive thinking. The Committee would like Government to ascertain how the adoption of Method II in U.K. has worked in actual practice, so that the same may be taken into account while reviewing the system of written examinations for the All India Services.

CHAPTER IV

PERSONALITY TEST FOR DIRECT RECRUITMENT

Personality test as a Qualifying Test for IAS etc. Examination.

4.1. From 1948 to 1956, for being successful in the IAS etc. Examination a candidate was required to obtain in the Interview for the Personality Test a minimum of 35 per cent of marks earmarked for that Test. If he was not able to secure the minimum percentage of marks at the Interview, the candidate was deemed to have failed in the examination even if he had obtained very high marks in the written test of the examination. It is stated that "in view of persistent criticism in Parliament and in the Press that the Personality Test gave undue advantage to candidates coming from well-to-do homes and those who had the benefit of expensive education", the system of minimum qualifying marks in the Personality Test was abolished from the 1957 examination. According to the system in force since 1957 examination, the marks obtained by a candidate in the Personality Test are added to the marks obtained by him in the written part of the examination in order to determine his rank and success in the examination.

Maximum Marks for Personality Test for IAS etc. Examination

4.2. Not only that the Personality Test ceased to be a qualifying test but maximum marks for this test have also been reduced. The changes in the maximum marks earmarked for the Personality Test have been as follows:—

Year of Examination	Service	Maximum Marks
1947 to 1950	IAS & IPS	300
1951 to 1963	IAS IPS	400 300
1964 to date	IAS IPS	300 200

4.3. The maximum marks for Personality Test as against those for written Examination are as follows:—

	Written Exam.	Personality test
I.A.S	1450	300 or 21%
IPS	850	200 or 23.5%

Personality Test for IFS Examination.

4.4. Candidates for the IFS who obtain such minimum qualifying marks in the written examination as may be fixed by the Commission in their discretion are summoned by the UPSC for an interview for a Personality Test which carries a maximum of 200 marks. The marks secured in the Personality Test are, as in the case of IAS etc. Examination, added to the marks obtained in the written part of the examination to determine the rank and success of the candidate.

Minimum Marks for Personality Test for IPS & IFS

4.5. It has been pointed out in a memorandum to the Committee that in view of the special attributes required in a police officer which can be judged better during an interview, it is necessary to set a minimum standard for such assessment. It has been suggested that in respect of the Indian Police Service "a minimum qualifying percentage of marks of personality test, say 10 per cent, may also be prescribed." For the same reason, minimum qualifying marks for personality test have been suggested also for the Indian Forest Service.

4.6. During evidence, the representative of the Ministry of Home Affairs speaking in respect of the IPS stated that Government had taken a "conscious decision" to remove this minimum requirement of marks for Personality Test "to give better opportunities to the candidates coming down from rural areas". He, therefore, felt that there need not be any particular minimum for *viva voce* in the case of IPS. The representative of the Ministry of Agriculture took the same position in respect of the IFS. He also pointed out that in the case of IFS there was also a "physical endurance test".

Content of Personality Test

4.7. The Rules for the respective examinations lay down the following guidelines for the information of the candidates:—

IAS etc. Examination

The candidate will be interviewed by a Board who will have before them a record of his career. He will be asked questions on matters of general interest. The object of the interview is to assess the personal suitability of the candidate for the Service or Services for which he has applied by a Board of competent and unbiased observers. The test is intended to judge the mental calibre of a candidate. In broad terms this is really an assessment of not only his intellectual qualities but also social traits and his interest in current affairs. Some of the qualities to be judged are mental alertness, critical powers of assimilation, clear and logical exposition, balance of judgement, variety and depth of interest, ability for social cohesion and leadership, intellectual and moral integrity.

2. The technique of the interview is not that of a strict cross examination but of a natural, though directed and purposive conversation, which is intended to reveal the mental qualities of the candidate.
3. The personality test is not intended to be a test either of the specialised or general knowledge of the candidates which have been already tested through his written paper. Candidates are expected to have taken an intelligent interest not in their special subjects of academic study but also in the events which are happening around them both within and without their own state or country as well as in modern currents of thought and in new discoveries which should rouse the curiosity of well educated youth.

IFS Examination

The Candidate will be interviewed by a Board of competent and unbiased observers who will have before them a record of his career. The object of the interview is to assess the personal suitability of the candidate for the service. The candidate will be expected to have taken an intelligent interest not only in his subject of academic study

but also in events which are happening around him both within and without his own State or country, as well as in modern currents of thought and in new discoveries which should rouse the curiosity of well educated youth.

2. The technique of the interview is not that of a strict cross examination, but of a natural, though directed and purposive conversation, intended to reveal the mental qualities of the candidate. The Board will pay special attention to assessing the intellectual curiosity, critical powers of observation and assimilation, balance of judgement and alertness of mind, initiative tact, capacity for leadership; the ability for social cohesion, mental and physical energy and powers of practical application; integrity of character; and other qualities such as topographical sense, love for out-door life and the desire to explore unknown and out of way places.

Method of Interview for Personality Test for IAS etc. Examination

4.8. During their visit to the Lal Bahadur Shastri National Academy of Administration, Mussorie, the following suggestions were made to the Committee by the IAS Probationers.

A minimum time should be fixed for the interview of a candidate. At present while some students were given as many as 20—25 minutes, some others were given only 5 minutes for interview at which they were hardly in a position to express themselves.

There should be a division of marks as between questions on the subject read or offered by the candidate and those on general knowledge etc. At present while some students were asked only questions on their subject of study, others were asked only questions designed to test their general knowledge.

There should be some system of training of interviewers so as to bring about uniformity in the manner of interviewing. At present different persons sitting on the Interview Board observe different methods of assessment of a candidate, for declaring their opinion in regard to him and award of marks.

System of Interview under Method II of Recruitment in U.K. for the Administrative Group

4.9. As mentioned earlier, before 1970, the system of recruitment for what was then known as the "Administrative Class" in U.K. was by Method I and by Method II. Method I laid emphasis on written examination in optional academic subject, while in Method II the system of interviews had the prime importance. As a result of the recommendations of the Fulton Committee, Method I of recruitment has been given up from the examination for 1970 and the recruitment to what has now come to be known as the "Administrative Group" is by Method II alone.

4.10. The Method II of recruitment followed in U.K. has been described in the Report of the Fulton Committee itself as follows:—

- (a) There is a written qualifying examination in which all candidates have to take the following three written papers:
 - (i) Essay (which carries 100 marks).
 - (ii) English (which carries 200 marks).
 - (iii) General Paper (which carries 150 marks).
- (b) Those getting 230 marks or more out of the possible total of 450, together with borderline candidates selected for further consideration in the light of their records and reports, then attend the Civil Service Selection Board in groups of five for a series of tests and interviews extending over two days. The tests for each group are conducted by a Chairman, an observer and a psychologist. There are two groups of tests. The first group are each separately marked out of 300 as follows:—
 - (iv) a written appreciation,
 - (v) a drafting test,
 - (vi) a Committee exercise; performance as Chairman,
 - (vii) a Committee exercise; performance as member,
 - (viii) a group discussion,
 - (ix) an interview (40 minutes) with the Chairman of the selection board who gives special attention as to how a candidate has spent his time since leaving school, to his leisure pursuits and to his reasons for seeking a job in the public service,

- (x) an interview (40 minutes) with the observer mainly to assess the quality of the candidate's mind.
- (xi) an interview (40 minutes) with the psychologist, to assess his temperament and personality.

The second group consists of psychological and cognitive tests designed to measure aspects of intellectual ability. They are each separately marked on a seven-point scale as follows:—

- (xii) two short intelligence tests which provide evidence of basic mental ability, though they assume a considerable educational sophistication and facility in the language,
- (xiii) a statistical-inference test which gives an indication of ability to think numerically,
- (xiv) a short exercise testing the range but not the depth of general information about current affairs, not too narrowly interpreted.

In addition, close attention is also paid to reports from school and university; and the assessors have to make their best estimate of potential for future development. The marks given for the various tests are not added together to produce an aggregate score, and, as at present devised, are not capable of being so added. The Chairman and the observer arrive after discussion at an overall marks (out of 300) which is then put before the Final Selection Board at (c) below.

- (c) Those reaching a certain minimum standard in the tests at (b) above then go before the Final Selection Board. The interview before this board is decisive; it determines whether or not the candidate is offered an appointment in the Service.

4.11. In pursuance of the Report of the Fulton Committee, a Committee of Enquiry on Method II System of Selection for the Administrative Class of the Home Civil Service, U.K. was appointed in 1969 (Davies Committee). The following observations of the Committee are of interest:—

The selection techniques have not yet evolved to the point at which a strictly scientific appraisal of all the intellectual and personnel attributes of a candidate could be undertaken. Having measured objectively the characteristics

which are amenable to such treatment, some degree of subjectivity and uncertainty has to be employed to assess as many characteristics as possible, so as to achieve a picture of candidate's total quality. The aim, however, should be to extend the range of objective testing. Since personnel selection is likely to involve a degree of subjective assessment, there is need for a substantial formal induction and training for assessors so as to achieve a high degree of "disciplined" subjectivity.

The procedures at Civil Service Selection Board (CSSB) stage are sound and its duration appropriate. There is need for further investigation and research to determine the effectiveness of the test now used, to develop new tests and to ensure that its standards are neither lax nor too severe.

Interviews of candidates should be carefully planned. The Chairman should indicate the specific points which call for attention and a suitable approach should be agreed in advance.

There should be flexibility in the length of FSB interviews. In difficult cases interviews may be longer while in straight forward cases they should be shorter.

The size of Psychologists' panel should be reduced so that the individual Member's commitments are frequent enough to build up a reasonable experience of the CSSB process. It would be better from the CSSB's point of view if a psychologist is allowed to remain on panel for two years and is asked to attend fairly frequently rather than to have him on the panel for a number of years and calling him to attend very infrequently. If an individual seems to be having difficulty in making himself available, his name should be taken off the list, replacing him by some one more available for the work.

A specific period of concentrated training on CSSB's duties should be obligatory for all the CSSB Assessors.

Research should be undertaken in (1) job-analysis, (2) follow-up, (3) analysis of candidates' attitude, (4) experimental work on assessing and marking method, and (5) experimental work on methods of assessing aspects of personality.

Introduction of Psychological Tests in the scheme of IAS etc. Examination

4.12. The question of introducing psychological test in the scheme of the IAS etc. Examination was considered by the UPSC during 1965-66 and an extract from para 9 of the 16th Annual Report is reproduced below:—

“The Commission have given considerable thought to the suggestions made in certain quarters from time to time regarding introduction of intelligence and aptitude tests based on advanced knowledge of psychology. In this connection it may be mentioned that in the schemes of some of the examinations, viz., National Defence Academy, Indian Military Academy and Special Class Railway Apprentices Examination, there exists already a provision for the Intelligence and Aptitude Tests, which are administered by the Directorate of Psychological Research of the Ministry of Defence.

It has not so far been possible to make extensive use in India of modern psychological tests in selection procedures. In certain countries considerable advance has been made by the educational/research institutions in the development of psychological tests considered appropriate for different age groups and for varying needs. They have been continually evolving and validating through experiments, batteries of new tests for being put to use. The reliability of even these tests has been questioned in certain quarters. In any case, until more psychologists of the right type and eminence are available in India, and the educational authorities and research institutions make the requisite progress in these directions develop the necessary means for evolving and testing through experiments, appropriate batteries of tests suitable for Indian conditions at different levels, and finally establish the validity and the reliability of those tests over a period of time, it would in the view of the Commission be premature to make more extensive use than at present of psychological tests in the schemes for personnel selection, particularly for the higher Services”.

4.13. The Committee on Police Training (Gore Committee) in their Report (1974) have recommended the use of psychological tests

for recruitment to the Indian Police Service. According to the Committee:

“The Indian Police Service calls for qualities of leadership and a high degree of pragmatic sense, mental alertness, self-confidence and dynamism. We have observed that, for the selection of Commissioned Officers, the Defence Services Selection Centres test the Candidates’ capacity to plan and organise, ability for social adjustment, social effectiveness and dynamism through a series of tests conducted by trained group testing officers and a psychologist over a period of four days. We suggest that similar tests, suitably adopted to the special requirements of the police, should be introduced as a part of the personality test for candidates for the Indian Police Service as soon as they have been developed and trained officers are available to administer them. These tests may be held after the written examination and should carry a maximum of 100 marks. The marks which a candidate obtains in these tests should be added to the marks obtained by him in the interview part of personality test. Subjecting the candidates who qualify for the Indian Police Service and the Indian Administrative Service to such tests may prove in the long run to be of distinct benefit to the administration”.

4.14. During evidence, the Secretary, Department of Personnel was asked whether it would be feasible and desirable to adapt the system of Personality Test as obtains in the Defence Services or as in U.K. for recruitment to All India Services. He replied:

“Any method to improve the selections should be most welcome and according to modern techniques the introduction of psychologists has come to stay in most of the advanced countries and has also been accepted in this country in the defence services. It would be a good idea to have a psychologist. Being an ex-student of psychology myself, I would advocate psychological tests. The only difficulty is this. This ‘psychological tests’ of the West have not been adapted to the requirements of our country. The adaptation has been only to the extent of validity for the defence services. Therefore, it will be necessary to have some sort of redefinition of these tests and readaptation so that they can be used for the civil services. It should be possible to put psychologists on the Selection Boards. But whether those psychologists could

replace the entire Interview Board or whether they could replace the entire written test, is a moot question which is again under consideration of the Kothari Committee. The main difficulty would appear to be one of numbers. In the United Kingdom every year the number of candidates who take the administrative class examination would be about 800 to 1000. As compared to that, in our country the number of candidates for the IAS and allied services would range between 20,000 and 25,000. So, whether this should be introduced at the stage of the screening test or at the final level are matters for further consideration. But, in principle, it would be a good idea to introduce psychological tests... With the collaboration of well-known psychologists in the country I suppose it should be possible to adapt the various tests which have been adopted in France, United Kingdom and even in the Civil Service Commission in the United States."

Training of Newly appointed Members of the Personality Test Boards

4.15. The Secretary, Department of Personnel was during evidence, asked to State whether there was any regular system of prior training or briefing of newly appointed Members of the Personality Test Boards in regard to the Methods of Assessments and award of marks. His answer was:

"No, Sir, except that I was informed by the Union Public Service Commission, that there is an informal discussion between the members of the Board."

4.16. The Committee feel that the question of introduction of a system of psychological, intelligence and aptitude tests in the scheme of IAS etc./IFS examination merits re-examination by the Union Public Service Commission and the Government keeping in view the facilities therefor available in the country.

4.17. The Committee emphasise the need for continuous improvement in the method of interview for Personality Test at the IAS etc./IFS examination in the light of the developments taking place abroad in the methodology of interview.

4.18. The Committee also feel that since the interview for Personality test is likely to involve a degree of subjective assessment,

there is need for a system of formal orientation in induction of Members of the Personality Test Boards in the techniques of interview so as to achieve a degree of objectivity in assessment.

4.19. The Committee also recommend that the policy and planning wing of the Department of Personnel as well as the Union Public Service Commission should undertake studies and research in assessing and marking methods for personality tests and evolve systems of interview so as to objectively judge inter alia the attitudes and capacities of the candidates for the job requirements of the Service concerned in the changing conditions of the country.

Composition of the Personality Test Boards

4.20. A study of the membership of the Personality Test Boards for the IAS etc. Examination 1973 constituted by the U.P.S.C. (*vide* Appendix VII of the 24th Report of the Commission) shows that total membership of the Board was 13. The details are as follows:

(i) Chairman, UPSC and Members of the Commission	5
(ii) Civil Servants (retd. IFS/ICS officers)	3
With Foreign Service Background	1
With general secretarial background	2
(iii) Professors with Political Science, International Relations & Art and Culture as specialities	3
(iv) Professor with scientific background (Chemistry)	1
(v) Police Officer (retd. IP)	1
	13

4.21. The Personality Test Board for the IFS Examination 1973 was composed of 5 members. Chaired by a Member of the UPSC, of the 4 members, one was a Civil Servant (ICS retd.) one retd. Indian Forest Service officer and two Professors—one of Chemistry and one of Botany.

4.22. It has been represented in a memorandum to the Committee that membership of the Personality Test Boards for the IAS etc. Examination should include a Management Scientist.

4.23. On the subject of Personality Test Boards, the following observations of the Fulton Committee in regard to the composition of the Interview Board (CSSB & FSB) is of interest:

“In addition to our recommendation that representatives of departments should be in a majority on the boards, we also consider that serious consideration should be given to the age structure of each board, both for central and departmental recruitment. We think it wrong that retired civil servants should play a large part in the selection of young people particularly at a time when the tasks of the Service are changing so rapidly. In our view all boards should be predominantly composed of men and women who are still on the active list with a good many years still to go before retirement. We realise that departments often find it hard to spare good people (and they must be good) for work on selection boards. But we regard it as essential that serving civil servants should play a large part in the recruitment of the next generation. This should be given high priority in allocating the time of those concerned.”

4.24. The Committee note that the Fulton Committee in U.K. had recommended that in the composition of Interview Board, serious consideration should be given to the age-structure of the Board. They thought it wrong that retired civil servants should play a large part in the selection of young people particularly at a time when the tasks of the services were changing so rapidly. They had recommended that the Board should be predominantly composed of men and women who were still on the active list with a good many years still to go before retirement. The Committee feel that in view of the fast changing nature of duties and responsibilities of the All-India Services in a developing economy and a welfare State like ours, it is necessary that the members of the Personality Test Boards for all India Services are in tune with the changing requirements and circumstances of the Services. The Committee, therefore, suggest that while constituting the Personality Test Boards the Union Public Service Commission may give due consideration to the age-structure of the Board. It may also be ensured that about fifty percent of the members of the Boards are persons of adequate field experience in the services and in disciplines of relevance to the tasks of All India Services. Every care may, however, be taken to ensure that selection of members of these Boards is made on merit and objective considerations.

*Physical fitness and endurance Test for Indian Police Service|
Indian Forest Service*

4.25. It has been suggested by a non-official witness during evidence that the candidates for the Indian Police Service and Indian Forest Service should be required to undergo a physical fitness and endurance test after the written examination and only those who qualify in the written examination as well as the physical test should be called for interview. Under the scheme of the Indian Forest Service Examination, the candidates have to pass an endurance test (Walking 25 km. in 4 hours). Asked to indicate his views on the suggestion in regard to the Indian Police Service, the Secretary, Department of Personnel stated that Government were "trying to introduce it" and that "it is a good attempt".

4.26. The Committee recommend that the scheme of recruitment for Indian Police Service may also include an Endurance Test on the lines of that existing for the Indian Forest Service.

Medium of IAS etc. Examination

4.27. Upto the examination held in 1969, the medium of IAS etc. Examination was English in respect of all the compulsory and optional papers. From the Examination held in the year 1969 onwards, the candidates were given the option of answering papers on 'Essay' and 'General Knowledge' in any of the languages mentioned in the Eighth Schedule to the Constitution. The present position is that the question papers on 'Essay' and 'General Knowledge' may be answered in English or in any one of the languages mentioned in the Eighth Schedule to the Constitution provided that candidates exercising the option to answer in a language other than English must choose the same language for both the papers and the option will apply to the complete paper and not to a part thereof. The question papers on all other subjects are to be answered in English except those on languages which, unless specifically required otherwise, may be answered in English or in the language concerned.

4.28. Asked during evidence whether any assessment was made by Government of the working of the new arrangement, the Secretary, Department of Personnel stated that out of 8424 candidates who appeared in the Examination in 1972, the number of candidates who exercised the choice of answering their papers in the Indian Languages was no more than 1429 in the Essay paper and 854 in the General Knowledge paper. He pointed out that he understood that some difficulties were being experienced by the Union Public

Service Commission in the existing system of assessment of papers answered in Indian languages.

4.29. The Committee note that candidates are given the option of answering papers on Essay and General Knowledge in any of the languages mentioned in the English Schedule of Constitution and that the question papers in all other subjects are to be answered in English. The Committee also note that a small percentage of candidates have exercised their option to answer papers in Indian languages. Since the medium of education in most of the States is Hindi/regional languages, it was expected that larger number of candidates would answer the papers in Indian languages. The Committee would like Government to go into the reasons for the poor response of candidates in answering the papers to remove any apprehensions or difficulties in this regard.

4.30. The Committee consider that it would only be proper if candidates are allowed the option to answer optional papers in the language in which they have studied them. The Committee, therefore, recommend that candidates should be allowed to answer papers in optional subjects which are taught in Hindi/regional languages in the Universities and colleges, in the Indian languages.

Medium of Examination for Indian Forest Service

4.31. It is noted that while the candidates for the Indian Administrative Service etc. Examination are since 1969, allowed to answer the Compulsory Papers of "General Knowledge" and "Essay" in any of the languages mentioned in the Eighth Schedule to the Constitution, this concession has not so far been extended to candidates for Indian Forest Service in so far as the paper in "General Knowledge" and the "Essay" part of the paper in "General English" are concerned.

4.32. In this regard, during evidence, the Secretary, Department of Personnel stated:

"Government had decided that the decision with respect to the IAS etc. Examination should apply to IFS Examination also but the UPSC have referred this matter also to the Kothari Committee for their advice."

4.33. The Committee recommend that the facility of answering the papers in Hindi or any of the languages mentioned in the English Schedule of the Constitution may be extended to the paper in "General Knowledge" for the Indian Forest Service Examination.

Medium of Interview

4.34. There is a general feeling that good knowledge of and expression in English language affords a distinct advantage to the candidates at the interview for Personality Test. The Secretary, Department of Personnel was, during evidence, asked to indicate the extent to which English was being used as the medium of interview. He replied that the practice was that "Interviews are conducted in English and replies are expected in English. No one is supposed to use any other language". He, however, added:

"Language is only one of the factors which could weigh with the Members of the Board. Expression will become better if there is command of language and that also is a quality which has to be looked for, but it is only one of the factors which weigh with the Board and there are many other factors which have got to be given due weight."

In the course of reply to another question, the witness admitted that for most of the candidates whose mother tongue was not English, it was a psychological burden upon the candidate to first think in his own language and then translate and express it in English.

4.35. As regards the feasibility of using Indian languages, the Secretary, Department of Personnel said: "That is a matter in which Union Public Service Commission would be directly involved. May be, the members of the Union Public Service Commission themselves have problems about their own acquaintance with language." He, however, gave his personal views on the subject as follows:

"My own feeling is that so long as the objective is to get the best out of the candidates, it is immaterial through which language you are able to get the best out of him. If you are judging the potentiality of the candidate, it should be by any manner possible, including deviations in the use of language."

Preference to Public School Background and knowledge of English

4.36. A survey conducted by the Information and Guidance Bureau of the Allahabad University in 1969-70 on the determinants of success in the Indian Administrative Service has found that about 44 per cent of the successful candidates had their early education in Public Schools. During evidence this finding was con-

troverted by the Secretary, Department of Personnel. He said that the figure of 44 per cent could not be relied upon as the Allahabad University survey was based on "some sort of sample study". He referred to another study made covering the officers recruited during the period 1948—60 which had found that officers who had been wholly educated in Public Schools and abroad constituted 14.4 per cent of the cadre while a subsequent study for the period 1961—71 revealed that percentage of such officers had gone down to 9.1. He, however admitted that the boys and girls with proficiency in English language were relatively in an advantageous position. According to him:

"Whether we are able to prove it on the basis of facts and figures or not, the fact of the matter is that the entire examination is conducted in English, the interview is conducted in English. So a certain amount of proficiency in this language would certainly help. It will certainly create a better impression on the Board if the candidates were to have a better command. This is of course a confession which I am making. But as I said, this is not to say that people who have not had a good education in English have not been able to get in, because the facts and figures are quite clear. Now most of the States have their own medium of instruction. Most of the boys have been through these schools. They have been able to take this competitive examination without any disadvantage in spite of the fact that they have not been given all the instruction in English. So, while there is a peripheral advantage in having a good command over English, that is not to say that those who do not have a good command over English have no chance whatsoever in the All-India Services."

4.37. He pointed out that the question of medium of examination for the Public Services was already under the consideration of the Kothari Committee appointed by the Union Public Service Commission and future policy would be formulated in the light of their recommendation. Asked for his individual opinion in regard to the method of assessing merit if candidates were to be allowed to answer papers in Indian languages, he stated that permission to allow the candidates to write their papers in different Indian languages could lead to some practical difficulties. The paper attempted in an Indian language would have to be sent to the examiner who could assess it in that language and in all probability he would belong to the State in which that language was spoken. In such a

situation there were chances of favouritism being shown by some assessors sometimes to the papers attempted in the Indian language.

4.38. The Committee note that the interviews for personality test are generally conducted in English and replies are also expected in English. As admitted by the Secretary, Department of Personnel during evidence, certain amount of proficiency in English certainly helps in the interview. The Committee have pointed out earlier that the medium of instruction in the colleges and Universities in a number of States in Hindi/Regional Languages. They feel that to enable candidates from such colleges and Universities to express themselves fully and to put in their best in the interviews, the Interview Board may give them opportunity to express themselves if necessary in Hindi/Regional Languages etc.

4.39. The Committee have earlier stressed the need for objective assessment of the potentiality of the candidate and his suitability for the developmental task which would face him as a member of the all India Services. The Committee have, therefore, no doubt that the Interview Board would like to evaluate the knowledge and potential of the candidate rather than his mere proficiency in speaking English.

CHAPTER V

APPOINTMENT BY PROMOTION

Scheme of Appointment by Promotion

5.1. Promotion to the I.A.S., the IPS and the IFS are made on the basis of a select list of substantive members of the State Civil/Police/Forest Services, drawn up by a Selection Committee constituted for the purpose under the Rules of the respective services. According to the Rules in respect of the IAS and IPS, the number of officers promoted to the IAS and IPS in any State Cadre/Joint Cadre is not to exceed 25 per cent of the senior duty posts under the State and Central Governments. In the case of J&K however, the rules empower the Central Government to prescribe in consultation with the State Government a higher percentage of posts which could be filled by promotion to IAS/IPS. This exception is valid upto April, 1978.

5.2. The promotion ceiling in the Indian Forest Service is 33-1/3 per cent of the senior duty posts under the State and the Central Governments.

Changes in the conditions of eligibility of State Service Officers for Promotion

5.3. Prior to July, 1958, it was not necessary that the State Civil Service/State Police Service officers should be substantive for being eligible to be considered for promotion. The rules were amended in July, 1958 making only substantive members of the State Civil/Police service eligible for consideration for promotion. The rules were amended in February, 1966 for counting only continuous service in the post of Deputy Collector/Deputy Superintendent of Police (or any other post declared equivalent thereto by the Government) towards the minimum qualifying service of 8 years prescribed in the rules for consideration for promotion.

5.4. No upper age-limit for consideration for promotion existed prior to March, 1967. The rules were amended in March, 1967 whereby members of the State Civil/Police/Forest Services, who had attained the age of 52 years on the 1st day of January of the

year in which the meeting of the Selection Committee was held, were normally excluded from being considered for promotion.

Size of the Select-List

5.5. Prior to 1955, there was no limit to the size of the Select Lists prepared for promotion to the IAS and IPS. The rules were amended in November, 1965 restricting the size of the select list to not more than twice the number of substantive vacancies anticipated in the course of 12 months from the date of preparation of the select list or 10 per cent of the senior duty posts whichever is greater. This provision regarding the size of the list also applies to the Indian Forest Service.

Change in the composition of Selection Committee.

5.6. Prior to the year 1967, there was no representative of the Government of India in the Selection Committees constituted for promotions to each State cadre of the IAS and the IPS. Consequent upon a recommendation of the Estimates Committee (Para 34, Ninety-third Report, Third Lok Sabha), a nominee of the Government of India not below the rank of a Joint Secretary has been made a member of the various State Selection Committees. The Chairman or a Member of the UPSC is the Chairman of the Selection Committee.

Review of the system of Appointment by Promotion

5.7. The Secretary, Department of Personnel was, during evidence, asked whether the existing system of recruitment to the All-India Services by promotion from amongst the State Civil Service Officers been reviewed by Government in the past; if so, when was the last review completed, what were its main findings and whether any follow-up action was taken. He replied that the existing system came in for review by the Administrative Reforms Commission who recommended that promotion opportunities for the State Civil Service Officers should be increased (from 25 to 40 per cent). This recommendation of the Commission was, according to him, "under the consideration of the Government." In the case of Indian Forest Service, however, the witness pointed out that the promotion quota was already 33-1/3 per cent as against 25 per cent for the IAS and IPS.

5.8. The witness was further asked whether the existing system had any inbuilt mechanism for ensuring a measure of equality of opportunity for Civil Service Officers belonging to different States.

Admitting that "there is no inbuilt mechanism for ensuring a measure of equality", the witness said:—

"Actually, my own experience over the last few months has been that as a result of the existing rules and systems, a lot of distortions have appeared in the operation of the system. I would give you only one instance. In Karnataka, where I was last month, I found that the State Service Officers with a service of only about 12 years were being considered for the select list. But when I went to U.P., I found that the officers who have put in even 27 years of service were still out of considerationSo, there is an element of distortion which has come in. It has to be examined.....If the promotion quota is increased, it will help certain States like U.P. At the same time, it can also lead to another problem. For example, a State like Karnataka will get still more Junior officers as compared to what they are getting now. A balance has to be struck between the two extremes. It would be a good idea.....that some sort of mechanism might be devised so that there is a parity of opportunity between State Service Officers in various States."

5.9. The Committee note that the Administrative Reforms Commission had recommended that promotion quota of State Civil Service Officers to the I.A.S./I.P.S. should be increased from 25 to 40 per cent, and that the same is under the consideration of the Government. As considerable time has already elapsed since this recommendation was made, the Committee would like Government to take an early decision in the matter. In this connection, the Committee would also invite a reference to the recommendation made by them in para 1.35 wherein they have suggested various measures for filling the gap between the authorised strength and actual strength of the I.A.S./I.P.S. Officers.

5.10. The Committee note that the Selection Committee constituted for promotion of State Civil Service officers to the I.A.S. and I.P.S. includes a nominee of the Government of India not below the rank of a Joint Secretary and that a member of the Union Public Service Commission is the Chairman of that Committee. The Committee consider that to make the selections more objective, it would be desirable if the Member of the U.P.S.C. and the nominee of the Government of India on the State Selection Committee do not be-

long to that State or cadre. They would like that this aspect may be kept specially in view while constituting the Selection Committee.

5.11. The Committee are constrained to find that while in one State, State Civil Service Officers of 12 years seniority are being considered for inclusion in the Select List for Promotion to I.A.S., in another State Officers with even 27 years seniority are out of the range of consideration for promotion. The Committee would like Government to examine the entire scheme of recruitment to I.A.S./I.P.S./I.F.S. by promotion from State Civil/Police/Forest Services so as to evolve a procedure of selection which ensures that by and large, equitable opportunities are available to officers of comparable seniority and age from different States for promotion to All India Services.

CHAPTER VI

TRAINING AND ORIENTATION OF IAS OFFICERS

A. Introductory

6.1. Government have stated that the system of training new entrants into the I.A.S. is the result of considerable thought and experimentation. Soon after Independence, it was recognised that the liberal education, with which most of the recruits enter the Service, was inadequate, and training programmes had to be devised to provide, them with (a) new orientation on their role in the democratic welfare State, and (b) the requisite knowledge and skills in the processes of representative democracy, economic development and social change. The I.A.S. Training School at Metcalfe House, Delhi, conducted these training programmes for over a decade till the establishment of National Academy of Administration at Charleville, Mussoorie in 1959. The pattern of training, during the Sixties was largely determined by the recommendations contained in the "Report on Indian and State Administrative Services and Problems of District Administration" by Shri V. T. Krishnamachari (1962).

6.2. Meanwhile, far reaching forces were affecting the patterns and processes of public administration in India. The transformation in the social, economic and political outlook and environment and advances in science and technology were some of the important challenges which the administrators had to face, and it was recognised that a successful response to these challenges called for commitment and bold initiatives on the part of the administrator to reform, improve and vitalise the public administration at every level and to reshape the obsolescent administrative systems and practices. In particular, it was recognised that administrators were required to be alert, prepared to take risks, and be ready for purposeful action required for formulating and implementing new goals, better policies, more dynamic organisations and efficient delivery system. It was perceived that to generate the required degree of competence and professionalism amongst I.A.S. officers, training and career functions were required to be integrated with care and purposefulness. While acquisition of knowledge and skills in social, economic, financial, industrial and other branches of administration were undoubtedly very

important, it was thought imperative that such specialisation be based on a proper understanding of the art of management and administration at district and field levels, for it is at these levels that the basic task of translating of Government policies into specific programmes of action is undertaken. Keeping this in view, the training of I.A.S. officers was radically restructured in 1969 so as to equip the new entrants with competency to effect and change the culture, structure and practices at the field level.

Pattern of Training in U.K.

6.3. The general principle adopted in the U.K. for initial training of their graduate trainees in the Administrative Group is the sandwich pattern of training, namely, interspersing of field training with spells of institutional training. The graduate trainees in the Administrative Group are given a short induction course and then they spend up to two years in their department for in-service training. This is followed by a training course at the Civil Service College lasting 16 weeks. On the conclusion of this training, the trainees go back to the departments for further work and return to the colleges up to two years later for further courses at the College totalling 28-weeks in duration. The 44-week training of the trainees is thus spread over a five-year period.

Training in France

6.4. In France, the candidates who pass the examination for entrance to the National School of Administration (ENA) receive a 29 months training for Civil Service careers as follows:—

- (i) 12 months training in a Prefecture or Embassy. During this period the student takes a direct part in the activities of the prefecture or embassy, and is under the charge of a Prefect who takes the student into his confidence and gives him the benefit of his advice and experience. During the attachment, the student is required to write memorandum on a specific subject and also a Report on the 'Department' which are submitted to the E.N.A. for assessment and award of marks.
- (ii) 10 months in the School's basic programme in groups each headed by a tutor. The subjects covered are (a) Admin-

istrative or legal questions, (b) International Relations and (c) Economic and Financial questions.

(iii) 2 months training in an industrial or commercial Company or a bank as personal staff of the head of the Institution. Such a training is considered necessary for improvement in relationship between the administration and private enterprises. The objectives pursued are: (a) Knowledge of the life in a firm (b) Study of trade associations and the place of private enterprise in the occupational and economic life of the nation and (c) to the extent possible, students spend a short-time as workers. At the end of this training period, students return to the E.N.A. where they discuss their experiences in depth.

(iv) 5 months at the School. The students choose a seminar on a topical administrative problem and study under a tutor. The seminar ultimately writes a Report.

The study of two foreign languages and sports are compulsory subjects.

Pattern of Training in India

6.5. The sandwich pattern was introduced in the training of I.A.S. probationers with suitable modifications in 1969. The scheme consists of the first phase of institutional training over a period of nine months at the Academy (which includes the Foundational Course four months' duration and the First Phase of Professional Training covering five months), training in the district for one year (which includes a spell in the State Training Institution), followed by the Second Phase of institutional training at the Academy of three months' duration.

Time Span of Training

6.6. It is noted that whereas the time span of training in the case of graduates recruited to the Administrative Group in U.K. is five years, the training of I.A.S. probationers is spread over two years. During evidence, the Secretary, Department of Personnel in this connection said:—

“even though we do not extend this span to a period of five years, as in U.K., we do have an arrangement for a refresher course for people between the second year and the

sixth year. Again they have some field training and then they come back for a refresher course. So, by and large, the sandwich pattern is already in vogue in this country as far as the I.A.S. is concerned.”

B. Foundational Course

6.7. After selection by the Union Public Service Commission and appointment to the I.A.S., the probationers report to the Lal Bahadur Shastri National Academy of Administration, Mussoorie in the second week of July every year. From July to early November, they undergo Foundational Course training along with officers of other All-India and Central Services Class-I (technical and non-technical).

Course Objectives

6.8. The aims and objectives of the Foundational Course have been indicated by the Academy as follows:—

- (i) To give the probationers a basic understanding of the constitutional, Political, Economic, Legal and Social framework within which they have to work;
- (ii) To impart basic knowledge on the ‘Core’ subjects;
- (iii) To promote a common outlook and common understanding, so that the probationers could appreciate each others’ role in administration;
- (iv) To develop a common purpose of public service; and
- (v) To help in building up right attitudes and values and the qualities of leadership and organisational skills which make a civil servant proficient in his duties.

Course Design

6.9. The design of the Foundational Course has been described as under:—

- (a) A study of the following ‘Core’ subjects:
 - (i) Public Administration
 - (ii) Law
 - (iii) Political Theory and Constitution of India
 - (iv) Planning and Economic Policy
 - (v) Indian History and Culture

- (b) Study and understanding of selected subjects which help in broadening the mental horizon and improving the human capabilities. Subjects covered are:—
- (i) Indian Philosophy
 - (ii) Gandhian Philosophy
 - (iii) Foreign Policy of India
 - (iv) Indian Art and Archaeology
 - (v) Economic Geography and Mineral Wealth of India
 - (vi) Defence Organisation
 - (vii) Survey of India—its functions and role
 - (viii) Indian Railway System
 - (ix) Transport Planning
 - (x) Border Roads Development
 - (xi) Border Security
 - (xii) Energy Sources of India—Coal, hydro, solar, oil and Nuclear
 - (xiii) Irrigation Problems
 - (xiv) Forest and Life Preservation
 - (xv) Population Problem
 - (c) Study of rural life and the machinery of development administration in villages.
 - (d) Achievement of proficiency in Hindi.
 - (e) Physical training instruction.
 - (f) Participation in games and sports for a minimum of three days in a week.
 - (g) Participation in at least two co-curricular activities.

Syllabus of the Course

6.10. The detailed syllabus of the 'Core' subjects taught during the Foundational Course is given in Appendix II. It would be seen that the syllabus includes courses of studies under the following broad headings:—

I. Public Administration

1. Essentials of Administration
2. Organisational structure of Government
3. Bureaucracy

4. Delegation and Decentralisation
5. District and Local administration
6. Comparative Administration
7. Administrative Responsibility and Accountability
8. Administrative Ethics
9. Role of Civil Servants in Democracy
10. Personnel Management
11. Human Relations in administration
12. Financial Administration
13. Social Administration
14. Public and Joint Sector Undertakings—Concept of holding companies Organisation and working
15. Techniques
16. Office Management and Procedures
17. Impact of Science and Technology on Public Administration

II. Law

1. Definition of Law and Techniques of judicial process, including principles of natural justice, and theory of 'Mala fides'.
2. Law of Contract and Torts (General Principles).
3. Governmental Liability for crimes and wrongs committed by its servants.
4. Rights and Duties.
5. Crimes and Punishments.
6. Administration of Justice.
7. Proof of Facts.
8. Labour Laws, including Workmen's Compensation Act.
9. Writ jurisdiction of higher courts.

III. Political Theory and Constitution of India

A. CONSTITUTION OF INDIA

1. Evolution and General Characteristics of the Constitution, Preamble, Nature of Secularism, Federalism and Constitutional Amendments.
2. Fundamental Rights.

3. Directive Principles of State Policy.
4. Union Executive, Legislature and Judiciary: Organisation, Powers, Functions, and Inter-Relations, Parliamentary Privileges.
5. State Executive, Legislature and Judiciary.
6. Centre-State Relations.
7. Services under the Union and the States: Right of Civil Servants under the Constitution—Public Service Commission.
8. Concurrent, State and Union Lists.
9. Comptroller and Auditor General of India.
10. General Elections.

B. BASIC POLITICAL CONCEPTS

1. The State and the Individual Rights and Obligations.
2. Sovereignty, Power and Authority—Separation of Powers.
3. Law, Liberty and Equality.
4. Modern Political Ideologies.
5. Democratic Socialism.
6. Forms of Governments and their Impact on nature of Administration.
7. India's Foreign Policy—Basic principles and factors affecting its formulation.

IV. *Planning and Economic Policy*

1. Basic Economic Concepts.
2. National Income.
3. Economic Development.
4. Economic Planning in under-developed and developing countries. Difficulties of the free market system. The role of the State, Economic System. Planning under socialism, free enterprise and mixed economy. The forms and techniques of planning—the use of the market mechanism, controls and collectivist methods, Centre-State Relations—economic aspects.
5. The Indian Plans.
6. Instruments of Economic Development.
7. Some selected topics of contemporary importance such as Nationalisation—Its concepts; National Commission on

Agriculture; Agriculture Prices Commission; Monopolies and Restrictive Trade Practices Commission, etc.

V. *Indian History and Culture*

1. Outline of the Political History of India; 6th Century B. C. to 1947.
2. The Harappa Culture and the Proto-History of the Sub-continent (upto app. 6th Century B.C.).
3. Social and Economic History
4. Administrative Institutions
5. Cultural History
6. The Rise and Development of Colonialism and Imperialism in India
7. The freedom Movement

VI. *Hindi*

6.11. In a subsequent note furnished to the Committee by the National Academy of Administration, the innovations introduced in the Foundational Course "in recent years particularly in the last two years" have been described as under:—

1. Originally intended for All-India and Central Services Class-I (non-Technical), the Foundational Course includes the technical Services also since 1973. The links formed by the Academy among the Services are reinforced by common membership of the Alumni Association of the Academy which was started in November, 1974.
2. The Academy is also keeping update its syllabus, course-content and the orientation of the Foundational Course. A Conference of Heads of Central Training Institutions was convened in November, 1974 followed by a further meeting in June, 1975 to restructure the Foundational Course syllabus so that all the Training Institutions are informed of a common philosophy and attitudes towards training.
3. Village visits of Foundational Course probationers have been extended to one week. A detailed questionnaire for socio-economic survey was evolved and distributed among the probationers for canvassing in the villages to which they were attached on a stratified sample basis. This is in pursuance of the recommendations of the Administra-

tive Reforms Commission to expose the probationers to the realities of the rural life.

4. The tutorial system under which a member of the faculty takes personal interest in the emotional and intellectual development of a small group of probationers both during training hours and outside is a highlight of the Foundational Course.

Redefinition of Aims of the Course

6.12. The Report of the Conference, called by the Academy, of the Heads of Central Training Institutions on Restructuring the Foundational Course Syllabus (October—1975) suggested a redefinition of aims of the Foundational Course as follows:—

“The Conference agreed that the objective of the Foundational Course is essentially to turn out a good civil servant who is responsible to public opinion and needs; and who can act as an agent of change and operate as an instrument of social justice. To achieve this aim, there was agreement in the Conference that the restructuring of the Foundational course should take into account the following:—

- (a) The development of a perspective for the totality of the civil services, no particular service being an end in itself.
- (b) Promotion of suitable changes in attitudes through programmes like Shramdan, special assignments to study key social problems and administrator's role; and other planned experiences, which enable the probationers to imbibe the right social, cultural and moral values and help them respond appropriately to the environment within the given constraints.
- (c) Development of social communication skills encompassing public relations, social education, use of mass media, etc. as public responsiveness is essential to implement official policies and programmes.
- (d) The teaching of subjects like sociology, political science and the Constitution, which provide a conceptual, political and constitutional framework to the probationers, should have a strictly practical orientation.

- (e) A more intensive use should be made of the present duration of 4 months of the Foundational Course.
- (f) The Training in the Foundational Course should be problem-oriented. It should lay more stress on the understanding of the environment in which the administration operates as also of the service role of the administrator, even if this means that the subject-content has to be reduced in the syllabus as it exists now."

Nature of Foundational Course

6.13. It has been pointed out to the Committee that the Foundational Course is too general in content and may be regarded as an extension of general academic studies and that is the main reason for lack of interest in the course by the probationers. The Secretary, Department of Personnel was, during evidence, asked to indicate his view point in this regard. His answer was:—

“.....I do not think it was merely an extension of the general academic education. We took great care to provide content and develop the overall personality of the individual so that he became aware of the social and economic parameters within which he had to work.”

6.14. The Committee have in a later Section referred to the various aspects on which emphasis should be laid during the training of the probationers. At this stage the Committee would like to point out that during the training period, particularly the initial Foundation Course, greater emphasis should be laid to orient the probationers who are drawn from different backgrounds in such a way as to inculcate in them an attitude of service to the common-man, particularly to those coming from rural areas and backward classes. The probationers should be made aware of the challenging nature of their jobs which would open for them new vistas and avenues of service to the nation. A sense of pride in planning and implementing the economic development programmes to ameliorate the conditions of the poorer and weaker sections of society, as spelt out in the national 20-point programme etc., as also enforcing the laws of social justice in letter and spirit, should be instilled in them.

6.15. The Committee note the recent innovations made in the Foundational Course to expose the probationers to the reality of village life by prescribing visits of one week's duration to the vil-

lages for socio-economic surveys. The Committee would like that the duration of probationers' visits to the villages should be longer and during this period they should stay in the villages so as to have a practical experience of the reality of rural life. It is also important that the socio-economic surveys of the villages conducted by the probationers are specifically taken into account in assessing their performance and grading them so that the probationers take active interest in their work in the villages.

6.16. The Committee note that the syllabus of the Foundational Course is very wide which covers a number of broad headings. The duration of the course is four months. The Committee wonder whether full justice is done to the various courses of study which have been prescribed for the Foundational Course during this period of four months. They would like Government to go into this matter with a view to increase the duration of the Foundational Course so that adequate attention could be paid by the probationers to the various courses of study prescribed.

Size of Foundational Course

6.17. It has been stated in a memorandum to the Committee that the very large size of the trainees at the Foundational Course makes it unwieldy, leading to diffusion of atmosphere and lack of personal touch between the trainers and the trainees. The Secretary, Department of Personnel was during evidence asked to state the factual position and the remedial action that could be taken to restore personal touch between the trainers and the trainees. Admitting the problem he stated:

"I must confess that the problem of numbers is actually completely bewildering the authorities in the Academy and also in the Department of Personnel.....Whereas the number used to be about 115 in 1959, in 1975 it has gone up to 669. This is a colossal number in terms of participative reaction and individual care,.....particularly in respect of those from the backward communities etc. because they have got to be brought up....this is a problem which is completely defeating us. We have thought about it....I must frankly say that unless this personal report is established, whatever you may do other-wise by way of training, the right attitudes cannot be developed. So the staff requires to be strengthened..... We will have to do something with regard to augmenting the

physical accommodation also..... The main idea is to bring all these people together. to develop *esprit de corps*-live together, dine together, work together, play together. This is impossible in the present state of things. This has been because Government imposed a ban on construction of new buildings and so on.....

First, we should have a strengthening of the faculty. Then these people must be brought together. That is more important than anything else. Development of closeness of contact is absolutely essential. This should be a continual thing.

Over the period that they were there, four or five months, there should be personal involvement between the trainers and the trainees so that there could be real impact; something ought to be done about it."

6.18. Asked to state what remedial action had been taken within the existing limitations to improve the rapport between the trainers and the trainees, the Secretary said:

"Certain alternatives have been thought of and are being implemented. For instance, they (Academy) have now started conselling service; they have also thought in terms of a larger number of course Directors so that they are able to take smaller groups in syndicate studies, tutorial groups, case study groups etc. Thus there is a greater spirit of rapport between the trainer and the trainee."

6.19. In a subsequent written reply the Department of Personnel have stated that the number of probationers at the Academy attending the Foundational Course has become very large, particularly, with the decision to extend the training to officers belonging to the Technical Services also, and that in order to accommodate them, the number of foundational courses has been increased from two to three each year.

6.20. The Committee note that the number of participants in the Foundational Course held at the Academy has increased from 115 in 1959 to 669 in 1975. As admitted by the Secretary, Department of Personnel during his evidence "this is a colossel number in terms of participative reaction and individual care". It is well known that the probationers who join the Academy are drawn from various

regions of the country and from different social and economic strata. In the opinion of the Committee, the Foundational Course should inter alia promote common outlook and understanding among the probationers, develop in them the right approach to public services, a sense of dedication and a sense of social values. The probationers should be made fully cognizant of their new responsibilities in the changing circumstances so that they are able to act as agents of change and operate as instruments of social justice, particularly for the benefit of the oppressed and the exploited sections of society.

6.21. The Committee understand that the existing accommodation and the staff available at the Academy are limited with the result that it is difficult to maintain personal touch with the individual probationers. The Committee feel that the training given in the Foundational Course can have the desired impact on the probationers only when the number of participants is not too large. This objective can be achieved by dividing the probationers into convenient batches and by strengthening the faculty as development of close contact between the trainers and the trainees is absolutely necessary to achieve the desired results.

6.22. The Committee are unable to understand how and why the urgent requirements and the need to provide adequate facilities for training of All India Services could not be fully met in all these years. Surely, when crores of rupees are being made available for training institutions all over the country, it should have been possible to make available the necessary finances for augmenting the accommodation and strengthening the Academy my staff and other necessary facilities so as to meet fully the requirements. The Committee expect that at least now the Department would act with a sense of urgency and see that these essential requirements and needs are met before the training starts for the new recruits.

Role of Administrators in implementing 20-point Programme:

6.23. A retired administrator, in the course of his evidence before the Committee, stated that on his recent visit to the National Academy of Administration, Mussoorie, he was surprised that far from having a clear understanding of the administrators' role in implementation of the P.M.'s 20-Point Programme, the Probationers could not even spell out the 20-points of the Programme. When this fact was brought to the notice of the Secretary, Department of Personnel he said that the Academy was by various ways attempting to inculcate among the Probationers an attitude of "sympathy for the common

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man, for the underdog." The development of this attitude was already a part of the training programme even before the declaration of Emergency. After the Proclamation of Emergency and the announcement of the 20-Point Programme, the Academy was covering the Programme through Syndicate Studies which involved group discussions, submission of reports and discussion of reports by the entire body of Probationers. According to him, after the declaration, instructions were issued to the Academy "not only to cover the 20-Point Programme but also to make sure that the studies which were conducted in the past are made a regular feature." He, however, pointed out:

"This is an action-oriented programme. They (Probationers) can theoretically discuss these matters in the Academy, but it is only when they go to the field that they will be able to know whether what they have been told at the Academy, has any relevance to realities. Therefore, when this batch goes out for field training, they will be asked specifically in terms of certain specified tasks to carry out surveys in their districts of assignment. When they come back for the second phase of the training programme, we will request the academy to undertake an examination of those studies which the probationers may have conducted in terms of this 20 point programme".

6.24. India having completed the first revolution of consolidating freedom, is now on the threshold of a second revolution to eliminate poverty and illiteracy. The weaker sections of the society must get the fulfilment of their rightful demands and brought into the national mainstream. The nation has accepted the Prime Minister's 20-point programme as an instrument for taking the country forward on the path of economic and social resurgence. In order to be effective, this programme has to be implemented in the field with the spirit and vigour with which it was conceived. The vital role of the administrator in the implementation of this programme has to be instilled in the minds of the young officers in the Academy. The Committee, therefore, recommend that all the aspects of the 20-point programme and the administrators' role in their implementation should be thoroughly discussed with the probationers through various methods. During these discussions, the doubts of the probationers on any aspect of the programme should be resolved and the probationers encouraged to make suggestions for speedy and effective implementation of the programme in the field. The Committee further recommend that the implementation of the

20-point national programme should be kept centrally in view during the probationers' training in the field, so that they can know at first hand the difficulties and the problems which are encountered and the solutions evolved in implementing the programme. The probationers should keep a record of their experiences in this regard and submit their papers for evaluation and assessment by the Academy.

Accountability of Administrators

6.25. It is noted that the syllabus of the foundational courses as well as professional course for the IAS includes a study of 'Administrative Accountability.' During evidence, the Secretary, Department of Personnel explained that "whatever be the content of the academic courses at the Academy, no amount of these discourses are going to convince the probationer about their responsibility and accountability". According to him, administrative accountability comes when an officer is on the job. In this context he mentioned the principle of "Ministerial Responsibility" to Parliament for any administrative lapses in his Department and the complete responsibility of the civil servant to the Minister for the faithful implementation of the policy laid out by the Minister. Replying to a point that the administrator had also an important role in the formulation of policy, he said that the role of the administrator was confined to throwing up data and material and tendering his honest advice to the Minister for his consideration. But once, a policy was decided by the Minister, it was his responsibility to have it implemented to the best of his ability. Another role performed by the administrator at a subsequent stage which could be said to be in the nature of influencing policy was "to examine or evaluate the functioning of the policy and if as a result of that evaluation he comes to the conclusion that there are certain things which have gone wrong and require certain amendments to the policy which has been accepted, then this becomes another subject for the reformulation of that policy."

6.26. On this issue, another representative of the Department of Personnel pointed out that the principle of Ministerial responsibility to Parliament for administrative lapses pertaining to his Department was no longer valid in its orthodox form. According to him:

"the administration now is so complex, touching the lives of the people at so many points, that it would be difficult for a Minister to know of the details of the various pro-

- grammes....I think now the world has moved much farther and we will have to take a practical view of the whole thing.....Both Australia and Canada have now evolved a system of controlling the administration through Committees of Parliament, and the Heads of Departments and the senior officers are called before the Committee to explain various things and they are held responsible for what they are doing. The responsibility is no longer indirect through the Minister only, but the senior civil servants are held directly responsible also."

6.27. In this context, a suggestion was made during evidence that the probationers should be made aware of the basic structure of parliamentary democracy and allowed an opportunity to see the Parliament/State Legislatures at work and that exchange of views with Parliamentarians of eminence and standing could help in social and national orientation of officers. The Secretary, Department of Personnel replied:—

"It is a good idea and if you please we could certainly advise the Academy to take note of this useful suggestion. We could ask them to visit Parliament as and when they come to Delhi to meet the Members of Parliament.....At the time when they go for secretariat training in the States we could advise them to adopt this procedure."

6.28. It has also been suggested that high functionaries of Parl. Secretariat who had seen parliamentary system at work through decades could be invited to the Academy to address the probationers. They could share with the probationers the experience and expertise acquired by them on the functioning of the Parliamentary system. This would lead to strengthening of the Parliamentary system in the country. The witness said that "it would also be a good idea as stated by you that we might include in the invitees (to the Academy) the high functionaries of the Parliament Secretariat". Replying to another question the Secretary, Department of Personnel stated that there was "no problem at all" in inviting non-partisan M.Ps or ex-M.Ps, the Speaker, Dy. Speaker etc. to share their parliamentary experience with the probationers.

6.29. In a parliamentary form of Government, the Executive is responsible to the legislature. The role and performance of ad-

administrators in the implementation of the policies laid down by Parliament and State Legislatures often becomes a subject matter of discussions in the Legislatures. Besides, the Parliament and the State Legislatures, and their Committees and Members have their own privileges which have to be respected. A sound knowledge of the political institutions in the country and their privileges and procedures is, therefore, very necessary for members of All India Services, particularly the senior civil servants. The Committee, therefore, consider that the syllabus of the foundational course should specifically provide for a study of Parliamentary institutions in the country and their privileges and procedures. Moreover knowledgeable persons and experts in this field should be invited to deliver lectures on the subject to the probationers. The Committee also feel that it is necessary for the probationers to see the actual functioning of the parliamentary institutions at the Centre as well as in the States. They would, therefore, suggest that some time during their training period, the probationers may be brought to witness the proceedings of Parliament and State Legislatures so that they have an opportunity of seeing them at work and also to have an opportunity of meeting the senior officers of Parliament, particularly Secretary Generals of Lok Sabha and Rajya Sabha who have valuable experience of the functioning of the Parliamentary institutions.

Awareness of the advances in Agriculture, Cooperation and Community Development etc.

6.30 During evidence, the Secretary, Department of Personnel was asked to state whether there was any system to expose the IAS probationers and serving officers to advances made in the field of Agriculture, cooperation, community development, etc., in the various parts of the country, e.g, in Punjab Haryana Andhra Pradesh, Gujarat, etc., and the reasons therefor. He replied that apart from class work, these aspects were discussed after a study of the Reports of the Programme Evaluation Organisation of the Planning Commission. On the basis of these third-party reports, the probationers' own first hand knowledge and the experience of trainers, he said, the weakness of the administration were thrown up and discussed and the probationers were made aware of the deficiencies.

6.31. The Committee suggest that apart from the theoretical teaching of the need for agricultural development, cooperation and community development, the probationers should be exposed to the

notable advances made in these fields in the various parts of our country, e.g., Haryana, Punjab, Andhra Pradesh, Gujarat etc., and the reasons therefor, so that the probationers may suitably adapt the procedures and working of these institutions in the field when posted to the districts.

Study of the Population problem and Child Welfare Programmes.

6.32. One of the key problems of our country is of population pressure and in this context, there is the imperative necessity of implementing the Family Planning Programme, particularly in rural areas and the slums and crowded areas of the country. During evidence, the Secretary, Department of Personnel was asked how the probationers were made aware of the dimensions of the problems and of the duty and responsibility that devolved upon them as administrators in the field. He was also asked whether the various features of the welfare programme for children, particularly of the weaker sections of society, were brought home to the probationers during their training period. He replied that the implications of the population explosion were being taught to the probationers at the Academy. Speakers were invited by the Academy to deliver talks on family welfare and the need for family planning. Thereafter, when the probationers went to the Districts, they were involved in some of these important programmes and "family planning programme is one of these which just cannot escape notice of the probationers. As for instruction on Child Welfare Programmes, he said that this aspect was covered as a part of social administration in very great detail and above all, as part of their field training". In this connection, he also mentioned that a Balwadi for the children of Class IV staff of the Academy was being run on the Academy premises with funds collected by the probationers.

6.33. The problem of rapid growth of population in our country was highlighted during the 31st Annual Conference of the Association of Physicians held recently in New Delhi. Speaking at the Conference, the Prime Minister declared: "We should act decisively and bring down the birth rate speedily. We must not hesitate to take drastic steps Some personal rights have to be kept in abeyance for the human right of the nation—the right to live, the right to progress". She stressed the need for people at all levels to explain to the people the objectives and benefits of the family planning movement.

6.34. Any advance in the field of Agriculture and Industry would have little effect on the standard of living of the people if the population pressure continues to grow at the present rate. The imperative necessity of arresting the growth of population by effective implementation of the Family Planning Programme, particularly in rural areas and the slums and crowded areas of the country, cannot be overstressed. The Committee would like to recall the observations made by them in their Thirteenth Report (Fifth Lok Sabha) on Family Planning to the effect that the key factor in the success of the family planning programme was understood to be the Collector as the head of the civil administration. It was found that wherever the Collector took personal initiative and ensured a coordinative approach, there was fuller public participation and the message of family planning reached the weaker and the under-privileged sections and all others who were truly in need of it. It is therefore essential that the young probationers should understand the urgency of the problem and the vital bearing it has on the development of the country. The Committee would like that both in the courses at the Academy and the training experience in the field, the probationers should understand in depth the nature of multi-faceted problems which have to be faced in the field of family planning. In this connection the Committee would like to invite attention to the address of the Prime Minister at the 31st Annual Conference of the Association of Physicians held recently in Delhi in which she has underlined the imperative need to bring down the birth rate speedily. The Committee have no doubt that members of All India Services can achieve spectacular results in implementing the programme of Family Planning if they give the necessary lead by actively involving themselves in this programme.

6.35. Another aspect which should receive equal attention of the probationers relates to the provision of welfare and health services for infants coming from the under-privileged and weaker sections of society. The Committee need hardly point out that if the parents in the weaker sections of the society feel reassured that their offsprings have fair chance of survival, the tendency to multiply progeny as an insurance would get reduced. Besides, concerted welfare efforts for the underprivileged can best be meaningfully commenced at the youngest age, so that they have fair chance to grow into useful and productive citizens of the country.

Problems of weaker sections of society.

6.36 The Department of Personnel was asked as to how the problems of weaker sections of society including scheduled castes and scheduled tribes, were brought home vividly to the minds of the IAS probationers so that they developed a sense of deduction to resolve these problems in their later careers. In reply it is stated that in the syndicate studies at the Academy, there is considerable stress on the removal of poverty and improvement of socially backward areas, including tribal development administration. The probationers were also exposed to these problems during their stay in the villages. Some of the 'repeaters' (i.e. I.A.S. probationers who have already undergone the Foundational Course earlier) were detailed on an indepth study of problems of tribal areas in U.P., M.P., Bihar and Orissa.

6.37 During evidence, the Secretary, Department of Personnel stated that this aspect was also covered during the studies on social administration and the Five Year Plan.

Problems of advanced and backward States/Districts.

6.38. The syllabus of the Foundational Course includes a study of 'Backward areas—Removal of imbalance'. The Secretary, Department of Personnel was, during evidence, asked whether the IAS probationers were, in the course of their professional training, specially made aware of the different and varying problems of the advanced and backward States/Districts in the country. He replied:

"The probationers are during the course of their training made aware of the problems relating to the backward States first through the academic discussions in terms of studies and, later on, in the second part of the course, when they come back from the districts after the training, the problems relating to backward areas, particularly in those districts to which they are assigned, are recorded, reported and discussed."

6.39. It was pointed out by the Secretary, Department of Personnel that the Estimates Committee had, in their 69th Report (5th Lok Sabha) on Development of Backward Areas observed that "the success of the programmes would seem to depend largely on the attitudes of the official machinery towards the goals which an effective attack on poverty demands." While agreeing that the

question of basic attitudes was important, he said that another factor which was responsible for non-implementation of the backward area development programmes was "a lack of political will because until lately it is, more or less, conceded that in some of the States there was only a lip-service to the concept of land reforms". According to him: "by and large, now that political will is there and, I am sure, as far as the Services are concerned, they will honestly and fully implement the various programmes covered by the 20-point economic programme and particularly to programme relating to the land reforms and the advancement of the backward areas."

Instructions on the system of Planning and Implementation of Economic Programmes.

6.40. The syllabus of the Foundational Course as well as Professional Course for the IAS provides for a study of the 'Plan and Economic Policy' and 'Basic Economic Principles and Five Year Plans.' Government were asked to state how the probationers were made aware of the planning process from the grassroots to the National level and whether they were also made aware of the need for active public participation in Plan formulation and the implementation of the economic programmes. In reply, it is stated that special capsule courses on management of agricultural development and planning at the micro and macro level have been made a part of the IAS Professional Course. The probationers are made aware of the need for active public participation in the formulation and implementation of the programmes. The Indian Institute of Management, Ahmedabad, and the Planning Commission have been involved in the design and organisation of these programmes.

6.41. During evidence, the Secretary, Department of Personnel stated that apart from class-room method of teaching this subject, the probationers were inducted into the system at the grassroot level during their on-the-job training when they functioned as Block Development Officers or when they were attached to the District Planning Officers, Collectors and so on.

Development of Small Scale Industries.

6.42. The Secretary, Department of Personnel was during evidence asked to state whether the IAS probationers were during the training made aware of the important role of the small-scale industries, especially agro-based industries, in the economic deve-

lopment of the country, the need for development of infra-structure therefor and the provision of essential inputs to the neo-entrepreneurs. He replied that the role of small scale industries was also dealt with while communicating to them the principles of economic development administration. The aspect was again touched upon while discussing the Five Year Plans. Besides, he said, a capsule course had been introduced on small scale industries in collaboration with the Administrative Staff College of India, Hyderabad and the Bureau of Public Enterprises.

Problems of Industrialisation.

6.43. The Secretary, Department of Personnel was, during evidence, asked to state if the IAS probationers were during training made aware of the socio-economic problems arising out of rapid industrial development with particular reference to industrial relations. He replied that though this aspect was covered in the syllabus of training, it could not be said to be coaching in industrial relations. He added that in pursuance of the policy of workers' participation what needed to be done was to make the probationers aware of the philosophy behind participation of labour in management and that was being covered in the part of the training syllabus on social administration.

Problems of Urbanisation.

6.44. The Secretary, Department of Personnel was, during evidence, asked whether the training of IAS probationers also included a study of the problems of urbanisation including existence of slums which generated social tensions. He replied that the Minimum Needs Programme which included the programme for slum clearance, was an important part of the Fifth Five Year Plan and it was being taught at the Academy in great detail. Besides, he said, this aspect was covered also in course of social administration and the faculty members from the Indian Institute of Public Administration, the Centre for Municipal Administration etc., were invited to the Academy as a regular feature to give talks on urban development and urban growth.

Cost Consciousness in decision making.

6.45. The Secretary, Department of Personnel was, during evidence, also asked what measures were taken to develop in the IAS probationers a lively consciousness of the cost component in taking decisions on administrative and general matters and to make them

aware of the immense costs which delayed decisions entail. His reply was as under:

“In the first place, when the Five Year Plans are explained to the probationers, quite obviously, questions of cost benefit and all the rest of it are brought home to the probationers. But, at the same time, they are also told what the assessment or the appraisal of the past performance has been. . . . By and large, when the appraisal of past performance is done, this single factor comes out most prominently, that is to say, as a result of certain decisions which had to be taken and by reason of their not being taken in time, there was so much rise in prices, costs etc.

Secondly, among the basic principles of administration, modern management techniques are taught to the probationers and these include project formulation, performance evaluation, cost-benefit analysis, O & M, time study etc. . . . Since we are already covering all these items, indirectly we are trying to create a consciousness in the probationers that what is important is that a decision should be taken at the right time and that any delay leads ultimately not only to embarrassments and many other complications but also to considerable loss in terms of money, cost etc.”

The Secretary pointed out that another manner in which the importance of this aspect came to the notice of the probationers was during their visits to the public sector undertakings. Also while reviewing the performance during the Fourth Plan period, the fact of short fall in the achievement of physical targets occurring because of delay in taking decisions, was brought home to the probationers.

6.46. The Committee suggest that the syllabus of the Foundational Course should reflect the following aspects clearly and pointedly so that the probationers are made fully aware of the pressing socio-economic problems and the need for adopting measures for their early solution:—

- (i) **The sympathetic understanding of the typical problems of weaker sections of society and the urgent need for their solution by effective and speedy implementation of the**

various programmes undertaken to ameliorate their condition.

- (ii) The differing problems of advanced and backward areas and the need for adopting different strategic for their solution.
- (iii) Achievements and shortcoming of the existing system of planning and the need for effective public participation in evolving a plan for area development, formulation of various programmes for social and economic development and their effective and speedy implementation in the field.
- (iv) The need for augmenting the revenue of the State by effecting improvement in the machinery for the collection of taxes.
- (v) A purposeful study of the Industrial Policy Resolution, 1956.
- (vi) A study of the role, importance and responsibility of the public sector in the economy of the country.
- (vii) Role of the small-scale industries, specially agro-based industries, in the industrial development of the country and in providing avenues for self-employment for the educated unemployed, the need for the development of infra-structure for the development of small-scale industries and the provision of essential inputs to the neo-entrepreneurs.
- (viii) Socio-economic problems arising out of rapid industrial development with particular reference to industrial relations, workers' participation in Management and responsibility of Management to the public.
- (ix) The problems of urbanisation such as unemployment, existence of slums, atmospheric pollution, public health etc. which generate social tensions and the need for their solution.
- (x) The need for a lively consciousness of the cost component in taking decisions on administrative and general matters and to develop systems and procedures which would help the administrators to consider fully the cost aspect in taking decisions.
- (xi) An awareness of the problems in the field of education so as to provide purposeful guidance for their solution.

Training Methodology in Foundational Course

6.47. The training methodology followed in the Foundational Course has been described by the Academy as under.

Tutorial Groups: Probationers are usually divided into two lecture groups. The lecture groups are further subdivided into small discussion groups of 15-20 probationers, known as tutorial groups. Each of these tutorial groups are under the overall charge of a member of faculty designated as Tutor. One or more such groups are attached to another member of the staff designated as Counsellor. The tutor constantly guides and advises the probationers in his tutorial group on their effective and emotional involvement in the training programme. The tutor ensures that the probationers under his care conform to the training discipline. He assist them in placing the service philosophy in correct perspective and in promoting appreciation of the right attitudes and values required of a civil servant in the present day context. The counsellors supplement the role of the tutors. Probationers are encouraged to meet their tutors and counsellors as often as possible.

Preparation of term papers: All probationers are required to prepare a term paper based upon independent study and investigation. The subject for the term paper is selected in consultation with the concerned tutor and has a bearing on the current social, political or economic situation in the country and the challenges posed to administration. Evaluation of this term paper is mainly to judge:—

- (i) capacity of analysis and correct interpretation;
- (ii) the ability of the probationers to marshal facts and data;
- (iii) the ability to present the report in logical sequence; and
- (iv) the extent of effort made for developing and independent view on the subject.

Syndicate Study: Each Tutorial Group take up a subject for group study known as "Syndicate Study". Respective tutors act as staff associates for the syndicate work. The syndicate subjects are selected with a view to supplement and strengthen the basic 'core' subjects. The staff associate provides overall guidance for developing the capacity for common and combined endeavour in understanding and tackling the subject chosen for study. Probationers are required to develop their own methodology of collecting material

and group participation in the syndicate study. The chairman of the syndicate, who is usually elected by the other members of the group is responsible for conducting the syndicate discussions, and the Secretary of the syndicate, for keeping the record of the progress of syndicate work. The essential tasks involved in the syndicate work are: (i) formulation of precise terms of reference, (ii) delimitation of areas for in-depth study by each member of the group, (iii) preparation of discussion notes, (iv) formulation of issues, and their threadbare discussion (v) arriving at meaningful decisions and their correct recording for inclusion in the report, (vi) drafting of the detailed synopsis for report writing, (vii) preparation of the draft report by the Chairman/Secretary with the assistance of one or two co-opted members, (viii) detailed discussion of draft report, and (ix) finalisation of the report. Syndicate reports are circulated to all the probationers, who raise issues on these reports. Special sessions, are held when each syndicate group meets and finalises the issues raised by the members. The issues are consolidated into an agenda for an open house discussion. In these discussions, syndicate reports are presented by respective groups and discussion on the agenda of issues raised earlier is taken up. A panel of 2 to 3 members of the staff assists in the deliberations on syndicate reports.

Assessment of Probationers

6.48. The Committee have been informed that the assessment of probationers during the foundational course is done continuously and built into the methodology of training itself. Besides the performance in the written examination on the 'core' subjects, the level and extent of participation in lectures, tutorial discussions, outdoor and indoor games, sports, organised cocurricular activities, village visits, syndicate work, preparation of term paper and overall behaviour at the Academy including punctuality and regularity are all taken into consideration for making the assessment of the probationers by the Director in consultation with the tutor, counsellor and other course staff.

Recommendations of the Conference of Heads of Central Training Institutions

6.49. The Conference of the Heads of Central Training Institutions on Restructuring of the Foundational Course syllabus have, in their report (October 1975), laid stress on the following aspects pertaining to methodology of teaching.

- (i) Tutorials may be used also to teach rapid reading, essentials of the techniques of effective listening, brain-storming sessions to develop the habit of speaking extempore, public speaking, conducting conferences and presenting reports.
- (ii) Excessive emphasis on the lecture method is not proving very effective. Greater reliance should be placed on case studies and incidents whereby general principles may be derived from real situations through discussions and participation in the class-room.
- (iii) Increasing use should be made of the syndicate method of Study.
- (iv) Among the subjects chosen for syndicate study, could be life studies of great personalities.
- (v) The examination during the Foundational Course should be both objective and easy type, the weightage for objective type being 40 per cent.

6.50. The Committee consider that the methodology of teaching during Foundational Course should lay greater emphasis on deduction of general principles from real life situations through discussions and participation in the class-rooms. Increasing use should be made of the syndicate methods of study and tutorial groups in order to develop among the students the capacity for common and co-ordinated effort in understanding and tackling the subjects chosen for study. As suggested by the Conference of the Heads of Central Training Institutions, among the subjects chosen for syndicate study should be the life studies of great Indian personalities including freedom fighters and men of eminence in various fields. The Committee also agree with the recommendation of the Conference that the examination during the Foundational Course should be both objective and essay type.

Difficulties observed by the Academy regarding Foundational Course

6.51. The Academy has drawn the attention of the Committee to the following problems being experienced by it:

- (i) At present the performance of the Probationers in the Foundational Course (except for the IAS and IPS Probationers) does not have much significance. A sys-

tem of strong incentive/disincentive should be built into the Foundational Course Programme.

- (ii) The Director does not have any formal disciplinary power over the Probationers.
- (iii) The Probationers or the Central Services and IPS who are to appear for the subsequent IAS|IFS examination, are not interested in the training given to them, and they are also away on leave for nearly half the course period.

The Academy has stated that these problems have been brought to the notice of the Department of Personnel for finding solutions.

6.52. The Committee learn that, except in the case of IAS/IPS Probationers, the discipline and performance shown by the Probationers undergoing the Foundational Course is not subject to any incentive|disincentive. The Director has also not been given any formal powers to enforce discipline over the Probationers. The Committee recommend that a system of incentives for good performance and disincentives for unsatisfactory performance during Foundational Course at the Academy as well as in the Professional Training Institutions, should be built into the schemes of recruitments for the various Services and the Director of the Academy and the Heads of Professional Training Institutions should be invested with adequate powers to exercise disciplinary control over the Probationers.

Review of the Foundational Course

6.53. Government were asked whether there was any system of review of the syllabus of the Foundational Course conducted by the Academy to bring its contents and curriculum up to date and to add new subjects (like those on Modern Management) knowledge of which may have become necessary for the officers. In reply, the Committee are informed that there is a system of continual review of the Foundational Course at the Academy in order to update the syllabus, course-content and orientation. A Committee had been constituted under the chairmanship of the Secretary, Department of Personnel and Administrative Reforms, in 1972 to examine the Foundational Course. A number of experts, academics and practising administrators were included in the Committee. As a result of the recommendations of the Committee, substantial changes have been brought about in the syllabus of the course. For instance, there is now much greater em-

phasis on knowledge of modern management techniques; human relations in administration; instruments of economic policy; and the inculcation of proper attitudes.

6.54. Answering a similar point raised during the informal discussion with the Committee, Director, National Academy of Administration, Mussoorie, said that since 1974, the Academy had been convening a Conference of Heads of Central Training Institutions twice a year to review the syllabus of the Foundational Courses and to bring about better coordination in the training programmes. The first Conference of the Heads of Central Training Institutions appointed a Working Group to review the present syllabus for the Foundational Course. The Working Group submitted its report to the third Conference of the Heads of Training Institutions in October, 1975, which had been approved and forwarded to the Department of Personnel. Asked to state whether the Academy had ever in the past sought the advice of outside experts in reviewing the course-content of training programmes, the Director said that although "no expert has been formally approached in this connection, whenever any expert visits the Academy, the Academy takes the opportunity of holding discussions with him, to avail of his advice."

6.55. The Conference of the Heads of Central Training Institutions on Restructuring of the Foundational Course Syllabus have, in their Report (October, 1975), suggested *inter alia* the recasting of the course on various subjects on the following lines—

Public Administration: It is suggested that the syllabus of the course on Public Administration should be divided into the following different streams:

- (a) Concepts of Public Administration;
- (b) Behavioural Sciences;
- (c) Quantitative Techniques;
- (d) Social Administration; and
- (e) The Environment.

Economics and Five-Year Plan: Syllabus under this heading is proposed to be divided into the following broad headings:

- (a) Basic Economic concepts
- (b) National Income
- (c) Economic Development

- (d) Economic Planning
- (e) The Indian Plans
- (f) Centre-State Financial Relations
- (g) Instruments of Economic Policy:
 - (i) Monetary Policy
 - (ii) Fiscal policy
 - (iii) (a) Foreign Trade Policy (b) International Economic Policy
 - (iv) Agricultural Policy
 - (v) Food Policy
 - (vi) Industrial Policy
 - (vii) Labour Policy
 - (viii) Employment Policy
 - (ix) Population Policy.

History and Culture: It is suggested that emphasis may be laid on the cultural heritage of India against the appropriate historical background rather than on a chronological study of History. The cultural heritage of India could include, among other things, fine arts, music, sculpture, dance forms, philately, numismatics, tourism, architecture, etc. While stressing the role of music, dance, culture, etc. the part played by folk arts, folk music, folk dance, etc. should not be lost sight of. The Conference prefers to call the subject 'Historical and Cultural Background of India.

Law and Political Theory & Constitutional Law: The Conference has observed that the existing syllabus may continue but efforts should be made to discuss the concepts on the basis of the reported cases and real life situations.

6.56. The Committee note that the Academy has since 1974 started convening a Conference of the Heads of Central Training Institutions for exchange of views on training of civil servants and that some improvements suggested by the Conference in the syllabus of the Foundational Course have been submitted to the Government in November-December, 1975. They also note that the Conference has sought to redefine the aims of the Foundational Course and in pursuance thereof made suggestions for restructuring the syllabus for studies in Public Administration, Economics and Five Year Plans and History & Culture. It has also inter alia suggested increasing use being made of the system of tutorial groups and syndicate method of studies. The Committee

would like Government to take an early decision on these suggestions so that the next Foundational Course could be held with the revised syllabus.

6.57. The Committee also recommend that the aforesaid Conference should be expanded to include eminent educationists and experts in Public Administration and this body should be formally charged with the responsibility of keeping the syllabus of the Foundational Course for the probationers under continuous review so as to effect necessary improvements and changes without loss of time.

C. Professional Course for IAS Probationers

First phase of Professional Course

6.58. On completion of the Foundational Course, the IAS probationers stay on at the Academy for their professional training whereas the IPS probationers and those of the Central Class I Services move out to their respective Institutes for professional course. The Professional Course for IAS probationers is conducted at the Academy in two phases. Field training in the districts for 52 weeks is organised by the respective State Governments, between these two phases of training. The first phase of Professional Course commences in November and lasts till the end of next March when the probationers leave for their respective States for training in the districts.

Course objectives

6.59. The aims and objectives of the Course have been described by the Academy as under:

“Within the overall purpose of equipping the entrants to IAS with high ethical, professional and performance standards, the First Phase of their training has the following specific objectives:

(A) *To Understand*

1. the theoretical principles underlying the political processes and national goals through the study of prescribed subjects, *viz.*,
 - (a) Basic Political Concepts,
 - (b) Constitution of India, and
 - (c) Basic Economic Principles;

2. the matrix of Legal, Administrative, Institutional and problematic factors in district administration through the study of prescribed subjects, viz.,
 - (a) General Administration,
 - (b) District Administration, and
 - (c) Law, and
3. the Defence Organisation, Security needs of the country and Civilian support to defence efforts.

(B) *To become proficient*

1. in the Regional Language of the allotted State;
2. in the history, geography, culture, resource-base, techno-economic potentialities, land utilization patterns and the administrative apparatus and hierarchy of the allotted State; and
3. in the identification and analysis of facts and solutions, with capacity to seek those which are likely to yield desired results.

(C) *To develop correct and appropriate attitudes and behaviour towards*

1. issues involved in public interest;
2. socio-economic change and progress; and
3. the problems of the people, especially of the poor, socially neglected, the oppressed and the exploited."

Course design

6.60. The course comprises internal and external programmes. The internal programmes held at the Academy during November, December and March are lectures, tutorials, case studies, practical exercises, counsellor groups, syndicate studies and specially structured coverage of relevant topics. External programmes conducted during January and February are:

(A) *Attachment to*

- (i) the Indian Army,
- (ii) the Agricultural Universities of U.P., Punjab & Haryana,
- (iii) A Public Sector Industry, and
- (iv) Civil Defence College, Nagpur, and

(B) Study-cum-Observation tour.**Course Methodology**

6.61. The methodology of the Professional Course for IAS has been described by the Academy as under:

“Academic, person-development and Group-work strategies are employed in the Course and all these are sequentially arranged in the design. Counsellors and the members of the faculties of Economics, Law, Political Theory and Constitution, Public Administration and Languages are fully involved in Course implementation. Lectures are used to cover the syllabus. Tutorial classes are used partly to cover the syllabus and partly for in-depth discussion of the issues and points arising out of the coverage of topics. All the faculty-members ensure that substantial individual work is given to probationers in the form of (1) assigned reading, (2) problems for solution, (3) term-paper preparation, (4) preparation of specific projects and papers, and (5) practical exercises. The interest and application of each officer-trainee in these individual assignments is evaluated by faculty members through (a) questions during Tutorials, (b) Quizzes, (c) objective tests, and (d) correction of term-papers, exercises and specific projects, and the results thereof communicated to the Course Director from time to time. The aim of all these is to secure active learning experience and responsibility from individual probationer. Case-studies, practical exercises, etc. are liberally used in the instructional methods. Group discussions and team work, with emphasis upon capacity for common and combined endeavour is secured through tutorials, Counsellors’ Groups and Syndicate studies.

In addition specially structured coverage of some topics is undertaken by outside specialist and expert bodies, viz.—

- (a) Indian Institute of Public Administration, on Municipal Administration and Local Self-Government.
- (b) Indian Agricultural Research Institute on Research systems and technological developments in Indian Agriculture.

- (c) Bureau of Public Enterprises on Philosophy, objectives, accountability and management aspects of Public enterprises.
- (d) Institute of Economic Growth on Planning techniques, in-put analysis, project appraisal and techniques in economics of Administration.
- (e) Jawaharlal Nehru University on Economics and Socialism, tradition Vs. modernity and social mobilization for modern tasks.”

Attachment of Probationers

6.62. During the first phase of the professional training, the probationers are also attached to the Indian Army, the Agricultural Institutes, public sector Industries and the Civil Defence College, Nagpur. They are also taken on a short study-cum-observation tour of 2-3 States lasting about 20—25 days.

Attachment to Agricultural Institutes/Universities

6.63. Agriculture and allied subjects constitute an important functional area of the IAS officers in the initial years of their career. To provide them a thorough acquaintance with the research systems and technological developments in these areas, a 10-day course is organized at the Indian Agricultural Research Institute, New Delhi and the Agricultural Universities at Ludhiana and Pantnagar. In view of the large number of probationers in each batch, they are divided into three groups and each group sent to one of these Institutes/Universities for a 10-day composite course in the month of January.

6.64. The Secretary, Department of Personnel was during evidence asked whether any review had been made of this procedure to see that it in fact provided the probationers an insight into the problem of making available modern inputs to the farmers, particularly small and marginal farmers in time and also whether the probationers had thrown up any practical ideas on the basis of their study. He replied that the Working Group set up in the Academy “reviews from time to time the advantages which have been derived so far from association with the agricultural institutes” and that “the feeling is that attachment to these institutes has been of really good use to the probationers.” As regards any ideas that might have been thrown up by the probationers, the witness said that he had “no information”.

6.65. The Secretary, Department of Personnel also stated that the requirements of agricultural administration were not only discussed in very great detail at the Academy but the probationers were also made to have a feel of these when they were in the Districts for their on-the-job training. The probationers had to submit a report to the Academy indicating the results of their experience which were discussed in detail so that the probationers profitted from each other's experience.

6.66. A point was raised during evidence that we had not been able to implement land reforms, land ceilings etc. because the officers did not understand the real difficulties of the rural areas. It was suggested that probationers should have proper training by living in the rural areas. Dealing with the point, the Secretary, Department of Personnel admitted the need for setting up Training Institutions in all the States to which the IAS probationers were also attached during their on-the-job training to learn the revenue administration of the State. He suggested that till such time a State was not in a position to set up an independent institute, it should take advantage of the training institute in the neighbouring State. He, however, stated that one of the reasons for non-implementation of land reforms was the absence of a clear cut policy in this regard followed by some of the States.

Attachment to Public Sector Undertaking

6.67. The IAS probationers are also attached to a public sector undertaking in the month of January. It is stated that during their attachment to the Public Sector Undertaking, the probationers are given a basic understanding of the essential role of the Public Sector Undertakings as an instrument of economic growth in the country. They are also given a general orientation to the philosophy, need and objectives of public sector enterprises, and the problems of their management and relationship between government and public enterprises. The attachment to the public sector industry aims at equipping the officers for effective participation in the decision making processes, affecting the public sector undertakings, in the Ministries and the Departments at the Centre and the States.

6.68. During evidence, the Secretary, Department of Personnel informed the Committee that in the existing scheme of attachments, the IAS probationers were divided into four or five different groups and they were sent out to different undertakings for a period of only one week. Citing the example of France where the administrative trainees were attached to a commercial firm or industrial

undertaking for two months, the witness said that, in his opinion, the association of IAS probationers with public sector "should be a little more close" and "for a longer period" and they should be groomed into the philosophy of public sector. They will then get to know the organisation and the manner in which the projects were formulated and the problems of the undertakings in terms of administration, industrial relations, personnel management, labour laws, etc. His suggestion was that the period of attachment to public sector undertaking, whether in the Central Sector or in the State Sector, should be "about three months".

6.69 Asked to state whether it would be useful to attach the probationers to the Bureau of Public Enterprises to give them an idea of the economic role and general performance of the entire public sector in the country and how their performance was watched and monitored at the Central level, he said that the officers of the Bureau were invited to the Academy to address the probationers.

Attachment to Management Institute

6.70 During evidence, the Secretary, Department of Personnel was also asked whether there was any system of attaching the probationers to the Indian Institutes of Management so as to encourage exchange of ideas between those who would be dealing with administrative problems in Government and those who would be handling them in the organised sector. He replied that at the moment, the association with these institutions was only marginal in the sense that the faculty members of those institutes were invited to give a talk to the probationers and they were also associated in designing certain courses. He said that he was "not sure whether the attachment of probationers to institutions like these would be of any great value". The Secretary was of the view that business management of administration was very much different from welfare administration which was the proper sphere of an IAS officer. He felt that a course of study at the Institute of Management would be useful for potential administrators of public sector undertakings but for the IAS probationers as a whole it should be enough "if they were made aware of the principles of business administration". Amplifying his view, he said:

"I would certainly have reservations in case one were to suggest that all these people should be attached to the Institute of Management for any length of time because in the first place, they don't have the time. Their period in the academy is only about a year and if you take out

only two or three days for a visit to the Institute, it is hardly going to be of any use; if you make it longer, you are going to make an inroad into certain important areas which have got to be covered. Therefore, I am not quite sure whether this sort of accommodation is possible. Later on, during the course of later years. if he were to be sent for such a course in the Institute of Business Management I am quite sure he will be in position to take advantage of it and a certain amount of integration which you have in view could be brought about as between the Institutes and the Government”.

On-the-job Training

6.71 As soon as the probationers complete the first phase of the professional training, they are given an intensive training in the districts of the States to which they are allocated for a period of 52 weeks (April to March). The basic purpose of the training in the districts for the IAS probationers is to familiarise them with the working of the totality of Government or the aggregate functions of the Government at the district and local levels. For this purpose, the probationers are generally placed under a senior colleague, a District Magistrate, and are provided facilities to undertake exercises in administrative work, obtain practical understanding of administration and to get thoroughly acquainted with day-to-day aspects of dealings with people, colleagues and the problems of the people. The district training briefly consists of (a) understudy period, (b) on the job training (c) attachment to district level departments and officers and (d) institutional training. The Counsellors at the Academy provide guidance and assistance to the probationers in obtaining the best experience during this period. Assignments and specific tasks are also prescribed by the Academy during this period which are in addition to programmes laid down by the respective State Governments.

Guidelines to the States

6.72 A Conference was organised at the Indian Institute of Public Administration, New Delhi in April, 1972 on Training of IAS officers. The Conference made certain recommendations regarding field training of the IAS probationers. This was followed up by a letter from the Department of Personnel to the Chief Secretaries to all the State Governments and Union Territory Administrations in October, 1972

brining to their attention the recommendation of the Conference and also commanding to them for adoption "with modifications suited to Local conditions" a model pattern of field training for the IAS probationers. The letter is reproduced in Appendix III. Highlighting the recommendations of the Conference regarding the pattern of training, the letter says:

"Most of the participants in the Conference felt that it would be better to commence the training of the Probationers in the States by initially attaching them to the State Training Institutes to enable them to gain knowledge of State Laws, State plans, State administration, etc. They could then go to the districts and be exposed to the new programmes and agencies functioning there. They could start the attachments from the level of patwaries upward up to the level of collector. Thereafter an attachment to an Agricultural University and a State Public Sector Undertaking may be useful. The Probationers should also be attached to the State Secretariat to gain an overall view of its functioning and then return to the State Training Institute for a short period for the final lap of the field training. An illustrative pattern of training is given at Annexure I (given in following paragraph).

It was recommended in the Conference that magisterial powers should be given to the probationers to enable them to do case work. It was also felt that it may be useful to have an intensive course in regional languages for a period of about two weeks, after the probationers return from the academy. It was agreed that there was need to have planning in the field training of the Probationers and giving them proper guidance.

It was felt that the training would be far more purposeful if the Probationers are attached to such collectors as have a flair for training and whose attitudes and methods of work are considered worthy of emulation. This would assist the Probationers not only in picking up their work, but also in developing a correct outlook towards their duties and work".

The programme of field training suggested to States is as follows:

ILLUSTRATIVE PATTERN OF TRAINING

Part I, State Administrative Training Institute. . . . 4 weeks

Part II

(a) Attachment to settlement Officer for training in land records, survey, settlement etc.	4 weeks
(b) Block training	6 weeks
(c) Tehsil and Sub-Divisional training	6 weeks
	<hr/> 16 weeks <hr/>

Part III

(a) Attachment to Collector for training at headquarters	8 weeks
(b) Attachment to Police	1 week
(c) Attachment to Judiciary	1 week
(d) Attachment to Planning department and other Departments like Panchayats, Cooperatives, Animal Husbandry, Fisheries, Forest, P.W.D., Irrigation, Local Bodies, etc.	6 weeks
(e) Attachment with Industries Department, Study of a Small Scale Industry.	1 week
(f) Assistant Collector in-charge of Taluk/Tehsil	8 weeks
	<hr/> 25 weeks <hr/>

Part IV

(a) Attachment to Agricultural University	2 weeks
(b) Study of a State Public Sector Undertaking	1 week
(c) Attachment to Secretariat	2 weeks
(d) State Administrative Institute.	1 week
	<hr/> 6 weeks <hr/>
GRAND TOTAL	<hr/> 51 weeks <hr/>

Case Studies during On-the-job Training

6.73. The Committee were informed during visit to the Academy that every IAS probationer had to submit the following 5 assignment to the Academy while he was undergoing on-the-job training:—

1. Socio-Economic Survey of a Village.
2. A Case Study on Law and Order.
3. District Planning.
4. An Organisational Study of a Tehsil Office.
5. A case study in Revenue Administration.

These assignments were evaluated at the Academy and marks were taken into account in the Professional Course.

Second Phase of Professional Training Course

6.74. On completion of the training in the districts, the probationers return to the Academy for three months from April to June every year, for completing the second phase of the professional training. During this phase, a basic understanding of the social, economic, institutional, political and administrative environment at the district level and subjects of functional importance such as land revenue, land reforms, land management administration, maintenance of law and order, Local-Self Government, Community Development and Panchayati Raj and District Planning processes is imparted. The probationers are made to learn project formulation and implementation in the field of development programmes at the district level and techniques of management in regard to development programmes at the district level, specially in the fields of agriculture and industry. The basic aim of the second phase is stated to be to develop right values and attitudes in relation to—

- (a) issues related to the public interest, with an overall concern for the whole community;
- (b) socio-economic changes, with a desire to serve as major agents of change and development;
- (c) the problems of the people, especially the poor, the socially neglected, the oppressed and the exploited with a real and creative concern and involvement in changing their conditions of living;
- (d) human relations, with members of the public, officials of other departments and subordinates;
- (e) scientific approach to administrative problems and a spirit of innovation in dealing with problems and in seeking their solutions; and
- (f) managerial and programme orientation in achieving desired goals and anticipated results.

Syllabus of the Professional Course

6.75. The detailed syllabus of the Professional Course for the IAS is given in Appendix II. It would be seen that it covers courses under the following broad headings:—

I. General Administrative Knowledge

1. Evolution of the District Administration in India.

2. Organisation and structure of the District Administration.
 3. Land Revenue Administration
 4. Land Reforms
 5. Land Acquisition
 6. Rural Credit
 7. Co-operatives
 8. Community Development
 9. Panchayati Raj
 10. Municipal Administration
 11. Food and Civil Supplies
 12. Maintenance of Law and Order
 13. Defence Organisation
 14. Administration of the Arms and Explosive Acts
 15. Elections
 16. Natural Calamities
 17. Administrative Operations—Mechanics
 18. Co-ordination in District Administration
 19. Public Relations in the District
 20. Social Administration at District Level
 21. Regional and State Level Administration
 22. Public Sector Undertakings
 23. Administrative Reforms in India—Historical Survey and Assessment
 24. Press and the Administration
- II. *Basic Economic Principles and Five Year Plans*
1. Planning in India
 2. Population
 3. Agricultural Production
 4. Food Problem
 5. Industries
 6. Economic Overheads
 7. Social Services
 8. Foreign Exchange and Foreign Trade
 9. Deficit Financing
 10. Employment
 11. Statistics as an aid to Administration.

12. Selected topics of Current Importance

III. *Basic Political Concepts and Constitution of India*

1. Emergency Provisions
2. Union-State Relations
3. Preventive Detention in India
4. Political Process
5. Human nature in Politics—Voting and Voting Behaviour—
Impact on Administration
6. International Organisation: Agencies and their impact on
national administration

IV. *Law*V. *Indian History and Culture**Recent Innovations*

6.76. According to a note furnished by the Academy, the following innovations were introduced in the professional training particularly in the last two or three years:—

- “1. A counsellor system has been introduced under which a small group of probationers is attached to a member of the faculty who monitors their performance at the Academy and is also responsible for developing right attitudes and values in them. The probationers also conduct a socio-economic survey of a village during their district training, after staying in the villages for two or three months, which exposes them to the problems of rural poor and brings into a sharper focus the urgency for developmental administration.
2. In the syndicate studies at the Academy, the main stress is on removal of poverty and improvement of socially backward areas including tribal development administration.
3. The attachments of IAS probationers have been restructured to include army units, Agricultural Universities, National Civil Defence College and selected public undertakings, to equip them better professionally.
4. During the second phase of their training, the IAS probationers are exposed to modern management techniques

in collaboration with the Indian Institute of Management, Ahmedabad, Administrative Staff College of India, Hyderabad, Institute of Secretariat Training and Management, New Delhi, etc. specially with reference to the management of agricultural development, district planning and small scale industries.

5. As an innovation in 1974, the IAS Probationers who had undergone the Foundational Course earlier as Central Service Probationers were detailed on an indepth study of the problems of the Jaunsar-Dawar area which is one of the most backward regions of Uttar Pradesh. The study lasted over a period of forty days under the supervision of the Academy Staff and in close co-operation with officers of the State Government. The data so collected was discussed in a two-day seminar attended, amongst others, by officers of the Ministry of Home Affairs, Officer of the State Government of U.P. and important non-officials including the M.P. of that area. The Chief Minister of U.P. was also briefed about this study when he visited the Academy on 15.10.74. He expressed great appreciation of this pioneering study. The study which involved stay in the remotest villages had a great effect on the probationers affecting their emotional make-up and attitudes towards the urgent problems of removal of poverty and social imbalances. The wealth of information collected by them can very well serve as the data-base for future planning. The information collected by these probationers has been demanded by a number of institutions in the country.

Such probationers were sent this year on visits to other under developed areas and in particular to the tribal regions in other States like Bihar, Orissa, M.P. etc.

6. The Academy conducts two seminars—one on Law & order and another on District Planning for IAS probationers during their second phase which is attended by eminent men from these fields, acting as Resource Personnel.
7. To up-date the syllabus and course-content of the Professional Course, the Academy since 1974, convenes annual conferences of Chief Secretaries and Training Coordinators from all States to ascertain their feedback and consequently modify and standardise district training."

Review of the Professional Course

6.77 Government were asked whether there was any system of review of the syllabus of the Professional Course for I.A.S. probationers conducted by the Academy to bring its content and curriculum up-to-date and to add new subjects (like those on Modern Management) knowledge of which may have become necessary for the officers. In reply it is stated that there is a system of continual review of the Professional Course at the Academy in order to update the syllabus, course-content, and orientation. Since, 1974, the Academy is also convening an annual Conference of Chief Secretaries, State Training Coordinators and Heads of State Training Institutions to review the training content of the IAS Professional Course.

6.78 As regards the advice of outside experts in reviewing the course content of training programmes, it is stated that although "no expert has been formally approached in this connection, whenever any expert visits the Academy, the Academy takes the opportunity of holding discussions with him, to avail of his advice."

6.79. The Committee note that the Professional Course for IAS probationers consists of:

- (i) **First phase of Professional Course for about 5 months from November to March;**
- (ii) **On-the-job training for a period of 52 weeks in the districts of the State to which they are allocated; and**
- (iii) **Second phase of Professional Course at the Academy for three months from April to June.**

The first phase comprises internal and external programmes. While the internal programmes include lectures, tutorials, case-studies and syndicate studies, the external programmes comprise attachment to the Indian Army for 2 weeks, agricultural universities/institutes for 10 days, public sector industries for 7 days and Civil Defence College as also a study-cum-observation tour of the States. While the Committee consider attachments of the IAS probationers to the Army, agricultural universities public undertakings etc. to be necessary, they are not sure whether the brief periods of attachments to these organisations are really adequate. They would like that the real utility of these brief attachments may be ascertained from the IAS probationers who have undergone this training, and the position objectively reviewed with a view to effect necessary improvements.

6.80 The Committee note that the IAS probationers are deputed for one week's training in public undertakings. As the public sector has been given a dominate role in the development of the country, it is of the utmost importance that IAS officers have a thorough understanding of the role and functioning of the public undertakings both in the State and Central sector. The Committee consider that the training of IAS officers in public undertakings should be for a sufficiently long period so that they are able to study in detail, the various facets of their working and their relationship with the civil authorities. The Committee would like to stress that the probationers should be made fully aware of the socio-economic objectives of public undertakings which inter alia include encouragement and development of small scale and ancillary industries for which meaningful help is required to be given by the civil authorities. In this connection the Committee note that in France, the training of administrators includes a spell of two months in a commercial or industrial undertaking. The Committee recommend that the training courses of the IAS officers both in the beginning of their career as also during refresher courses, should be so organised as to provide attachment of these officers to selected public undertakings for sufficiently long period so as to equip them with the requisite knowledge and work experience to deal with matters relating to public undertakings. For this purpose, the help of the Bureau of Public Enterprises and other institutions which are concerned with the management in public undertakings, could be taken.

6.81 The Committee note that in 1974, the IAS probationers who had undergone the Foundational Course earlier as Central Service probationers, were detailed for a period of about 40 days to undertake an indepth study of the problems of Jaunsar-Dawar area which is one of the most backward regions of Uttar Pradesh. Besides the wealth of useful information collected, the stay of the probationers in the villages to study their problems, had a great effect on their emotional make up and attitudes towards the urgent problems of removal of poverty and social evils like bonded labour etc, facing the country. In the opinion of the Committee, this was a very innovative and imaginative programme devised by the Academy and is bound to have a lasting impact on the impressionable minds of the probationers. The Committee recommend that such a programme should be made an integral part of the training course for all the probationers and not limited to repeaters only. The Committee have no doubt that deployment of the probationers to the problem villages/areas to identify their difficulties

and evolve constructive solutions would help in developing the right attitude of service in the young officers.

6.82. The Committee attach great importance to 'on-the-job' training of the IAS probationers in the districts of the State to which they are allocated. They would however like that this training should be so organised that during this period, the probationers are required to visit representative areas/districts of the State i.e., the backward as well as the developed districts so that they become aware of the different nature of problems which have to be faced in the field. The Committee suggest that the IAS probationers may also be sent in small batches to selected districts in other States which have shown marked progress in the field of agriculture, cooperation, village and agro-based industry etc., so that they may have an opportunity of studying the methods and procedures followed by the various functionaries in those districts and could usefully draw upon this experience to evolve suitable solutions on assuming independent charge.

6.83. The Committee also feel, that knowledge of modern management techniques is very necessary for the IAS officers. The Committee suggest that the IAS officers should be required, in the early stages of their career preferably between the sixth and tenth year of service to undergo specially designed Management Courses of sufficiently long duration to develop their potential as skilled administrators.

6.84. The Committee note that in October, 1972, the Department of Personnel wrote a letter to the State Governments urging them to adopt their training programmes for the IAS probationers in the light of the recommendations of the Conference on Training held under the auspices of the Indian Institute of Public Administration, New Delhi in April, 1972. Some of the vital recommendations of the Conference commended to the State Governments were attachment of probationers to district functionaries from "Patwari" upwards, conferring magisterial powers to enable them to do case work, laying down of norms and targets of work for probationers, attachment to collectors who have a flair for training and whose attitudes and methods of work are considered worthy of emulation, designation of one specific officer in the State to oversee the field training of all IAS probationers, preparation of training manuals etc. The latter also contained an illustrative pattern of training. The Committee feel that it was not enough. The Department of Personnel should have devised a system of keeping an effective watch on the implementation of the various recommendations of the con-

ference and made efforts to see that those were implemented in the States as early as possible. The Committee would like Government to make a detailed study of the scheme and arrangements for on-the-job training for IAS probationers in each State and endeavour to bring a measure of uniformity in this regard on the lines of the recommendations of the Aforesaid Conference, if necessary, by taking up the matter at the highest level.

6.85 The Committee note that the current pattern of professional training for the IAS probationers was introduced in 1969. The Committee are surprised that thereafter there has been no systematic evaluation of the contents of this course—either of the syllabus for the institutional training at the Academy or of the scheme of attachments to various institutions—by experts and knowledgeable men. Only from 1974, the Academy has started convening a Conference of Chief Secretaries of States/State Training Coordinators and Heads of State Training Institutions for reviewing the training content of the Professional Course. The Committee recommend that there should be a system of appointing every five years, a Committee consisting of selected senior civil servants, eminent educationists and experts in public administration to review the contents of the institutional part of the Professional Course for the IAS probationers. To begin with, such a Committee should be appointed immediately and directed to submit its report early so that any changes suggested could be implemented at least with effect from the Professional Course for the next year's batch of the IAS.

D—Orientation of the IAS Probationers

IAS as an elite class

6.86. During evidence, a view was expressed that the IAS has developed into an elite class which was urban oriented and divorced from the needs and aspirations of the common people. The Secretary, Department of Personnel was asked what changes he would suggest in the training programme for this service so that they are attuned to the requirements of the rural and weaker sections of the society and implement the policies for their uplift. He replied:

“in terms of the changing needs of the society as reflected in the latest programmes of the Government, 20-point programme and all the rest of it, we have to keep on taking a fresh look at whatever is being done in the Academy.

... This has to be a continual process. The training which is being imparted today may not be relevant tomorrow. I would only say that we must keep an open mind on this subject, and the Academy in its wisdom, I am sure, will certainly keep this in mind because all these things are relevant to a particular point of time. In future also, I am sure, they will keep this particular suggestion in view when they review their training courses."

6.87. Replying to the same question, the Academy has enumerated the special steps taken to break any tendency on the part of IAS probationers to acquire class consciousness and elitist attitude as follows:

- (i) The probationers in the Foundational Courses are sent to live in villages for a week.
- (ii) There are compulsory manual labour sessions scheduled in the time-table of the Course.
- (iii) The Social Service League of the Academy encourages Members to go to nearby villages to work on meaningful projects like house construction, repairs to tracks and foot bridges, etc.
- (iv) Most of the topics for discussion in the syndicate groups relate to subjects like Removal of Poverty, Tribal Development, Problems of Weaker Sections, etc.
- (v) The Probationers take keen interest in the activities of the Balwadi, which is run by the Mahila Mandal of the Academy for the children of low-paid employees.
- (vi) The Repeater-Trainees spend about 6-weeks living in the villages of some of the most backward tribal areas and come back with a wealth of information as well as a completely transformed outlook.
- (vii) The Trekking break of about 9 days in every course see trainees going far into the interior of the hill areas and coming back with an acute awareness of their problems.
- (viii) Celebration of festivals of all religions help trainees to participate in the celebrations of the people in the area in which they serve, irrespective of religion to which they themselves belong.

6.88. The Academy has suggested that the recent measures taken by it for changing the attitudes of probationers like manual labour sessions, stress on games and cultural activities should be followed up and given the same importance in the professional training institutions.

Exclusive attitude and Rural Problems

6.89. It was also pointed out during evidence that many among the IAS officers who were born and brought up in an urban background and a high standard of living, came to develop an exclusive attitude. When they were sent to the Districts they were hardly interested in visiting villages and if they at all visited any village, remained aloof and did not establish a rapport with the people, although they were supposed to see to the administration and development of the area. The Secretary, Department of Personnel was asked whether any thought was being given to this problem in the course of the training programme. His answer was that it was again a question of developing right attitudes towards the people. The National Academy of Administration was attempting to condition their attitudes through lectures on the subject and also by making them stay in the villages for on-the-spot studies so that they had the feel of the rural society and its problems and difficulties.

6.90. Answering another question, the Secretary said that last year, 38 probationers were sent to the villages nearby Mussoorie. They stayed there for a period of six weeks during which they made a study of the problem of "bonded labour" in that area. Thereafter, as a part of their District training, they were again supposed to go and stay in the villages.

6.91. The witness was asked as to why the on-the-spot study during the foundational course was confined to some villages around Mussoorie and if it would be practicable to send the Probationers to other known backward areas also. He replied that the one-year on-the-job training of the IAS probationers, which was a compulsory part of their training programme, already included a programme of stay in the villages for a spell of time with a view to study the local problems. Visit to villages around Mussoorie was arranged to let them have a feel of village life at an early stage of their training.

6.92. Replying to a question regarding the change in the attitude of officers towards problems of Weaker Sections of Society and of rural areas, the Secretary, Department of Personnel stated that on the basis of his personal observation, he could say that he was doubtful whether the desired change had come about fully.

6.93. The Committee cannot too strongly emphasise the important role of the senior administrators, particularly the IAS officers, not only in the implementation of the welfare programmes of the Government, but also in influencing the national policies in various Spheres of Administration which have great impact on the life of the people. The conditioning of the attitudes of the IAS probationers who come from all walks of life, by a well thought out orientation programme at the Academy is, therefore, very necessary so that the officers who come out of the Academy, have true understanding of the plight of the under-privileged and weaker sections of society and a dedicated outlook for serving the national goals and objectives. In this connection, the Committee welcome the recent measures taken by the Academy aimed at integrating the IAS probationers into the national mainstream like compulsory manual labour, "shramdan", visits to the villages, group discussions on pressing problems and social evils like removal of poverty etc., celebration of festivals of all religions etc. The Committee recommend that well-thought out programmes should be devised which would ensure that the IAS probationers develop a deep understanding and intimate knowledge of problems at the grass-root level so that they are able to solve them with sympathy when they are posted in the field.

6.94. The Committee would like to point out that one of the main purposes of the Professional Course is to equip the probationers to find solution to the day to day problems of the common man in a sympathetic manner. The Committee feel that the understanding and aptitude developed by the probationers in resolving the problems of common man should be carefully evaluated and given due weightage in their assessment.

E.—Probationers Final Examination

Final Examination on completion of Professional Training

6.95. On completion of their professional training, the IAS/IPS/IFS probationers have to appear in the Probationers' Final Examination conducted by the Heads of the respective training institutions in accordance with the IAS/IPS/IFS (Probationers' Final Examination) regulations.

Incentives and Adverse consequences of performance during training and at the Final Examination

6.96. In order to ensure that the benefits of the training imparted to the IAS/IPS/Indian Forest Service probationers at the various

institutions are assimilated by them in the Final Examination and the record at the professional training institution (50 per cent of such marks in the case of the Indian Forest Service probationers) are added to the marks obtained at the competitive examination for purposes of determining the *inter se* ranking of the probationers within each batch of direct recruits. Besides, assessment reports are received from the Heads of the training institutions on the performance and the conduct of the probationers at the institutions. Similarly, assessment reports on the performance and conduct of the probationers during the on-the-job training are sent by the respective State Governments. These reports are taken into account in determining the suitability of the probationers for confirmation in the respective service. It is stated that "the period of probation of such probationers whose performance during the initial training or at the Final Examination is poor is extended and they are warned to improve their performance" and that "in cases where the probationers do not show any marked improvements they are discharged from the Service."

Weeding out of non-adaptables during Training

6.97. An eminent retired Civil Servant has made the following suggestion to the Committee regarding the training of All-India Services probationers:—

"There should be a system where trainees who during the period of training have been observed to be not competent to understand socio-economic conditions and development needs, etc., are weeded out at that stage rather than weaken the Administration by entering the Services."

The Memorandum from another experienced administrator has also suggested:

"The quality of perception of the trainees should be carefully assessed and the very poor cases could even be eliminated during the probationary period."

6.98. The Secretary, Department of Personnel was, during evidence, asked as to what methods and procedures he would suggest for giving effect to this suggestion. He replied that "though in principle it sounds quite acceptable", there was another aspect which needed consideration. According to him:

"When you are having candidates after a really gruelling test, I suppose, you select those who are quite upto the mark,

the only question is whether, in terms of attitudes, in terms of conduct, this person who comes to the Academy cannot be so shaped that he becomes a useful civil servant. My own feeling is that, since the person is intellectually so bright that he has been able to get into the Services, it should be possible for the Academy and subsequently for the district trainers to so shape the probationer that he is useful to the country. Except for incorrigible cases, I do not think that it should be impossible to train them up as far as the basic attitudes are concerned. Therefore, as a rule, I would rather suggest, unless they are very difficult cases who are not responding to the various training courses being given in the Academy, ways and means should be found to bring them up to the level of the others. If, somehow, we have a couple of incorrigible cases, there again before chucking them out, it should be much better to give them a chance."

He, however, admitted that it was better to get rid of the incorrigible cases at the training stage rather than keeping the officer over the years end then dispensing with his services on the ground that he could not make the mark. In this context, the witness also pointed out the current procedure whereby marks were awarded by the Director of the Academy (out of a total of 250 marks placed at his disposal) to the probationer and these were counted along with those secured by the probationer in his examination for recruitment and in the final examination, for determining his *inter se* ranking within the batch. The Secretary, Department of Personnel was of the opinion that the existing rules and procedures were adequate for the purpose of regulating the conduct of the probationers during training.

6.99. Replying to a specific question, the Secretary informed the Committee that so far two probationers, had been discharged and the reasons were "their extremely poor performance and lack of character." Besides, in 8 cases, the period of probation was extended.

6.100. The Committee note that two probationers have so far been discharged from the Academy on account of their extremely poor performance and lack of character. In eight cases, the period of probation was extended. The Committee would like to emphasise that the performance and progress of All-India Services probationers should be closely, objectively and systematically watched during the course of their training at the Academy and every effort should

be made to bring about improvement in their attitudes and understanding of the socio-economic conditions and development needs of the country. Sustained effort should be made to inculcate in them habits of clean and unostentitious living and of refraining from alcoholic drinks. The Committee have no doubt that the Heads of the Training Institutions would inter alia use their powers of awarding marks in an effective manner so as to bring about improvement in the outlook and conduct of the probationers. While the Committee realise that All-India Service probationers meritorious persons who have successfully competed at the examination, they consider it important that these probationers are trained in tune with the national objectives and developmental needs of the country and only those probationers who have the right attitude and outlook are inducted into the Administrative Service. The Committee feel that there should hardly be an occasion for the probationers to be discharged during training on account of their poor performance. In exceptional cases, however, where the probationers do not come up to the requisite standard, in spite of opportunities offered to them, Government may consider making alternative arrangement for them and deputing them to other suitable services. This may be resorted to only after most careful objective assessment to obviate any complaints of discrimination etc.

F. Lal Bahadur Shastri National Academy of Administration

6.101. As stated earlier, the Lal Bahadur Shastri National Academy of Administration was set up in September, 1959 merging the IAS Training School at Delhi and the IAS Staff College at Simla. It conducts—

- (a) Foundational Course common to fresh entrants to All-India Services and all Central Services Class I;
- (b) Professional training for the IAS Probationers; and
- (c) In-service training programmes for senior officers belonging to both All India Services and Central Services.

Location of the Academy

6.102. It has been pointed out in a memorandum to the Committee that Mussoories is not at all a suitable place for locating the National Academy of Administration. There is dearth and difficulty about accommodation. Even the accommodation that is available is not suitable for the purposes of the Academy. The general atmosphere is not conducive to adequate attention being paid to training. There is also difficulty in outside lecturers going to the

Academy at Mussoorie to deliver lectures and talks. It has therefore been suggested that the Academy may be shifted to a more convenient location.

6.103. During evidence, the Secretary, Department of Personnel informed the Committee that the question of location of the Academy was examined earlier and a decision was taken that it should be moved to Delhi but the campus which was designed and constructed at Delhi for the Academy was later on taken over by the Jawaharlal Nehru University. He said that no further suggestion was under the consideration of Government to shift the Academy from Mussoorie.

6.104. The Committee were subsequently informed that the decision to retain the Academy at Mussoorie was taken in November, 1970 at the level of the Prime Minister.

Accommodation Problem

6.105. One of the difficulties pointed out by the Director of the Academy during the visit of the Estimates Committee to the Academy was about accommodation. It was stated that the number of Probationers to be trained in the Foundational Courses had risen from 115 in 1959 to 669 in 1975. Similarly, the number of IAS Probationers had increased from 53 to as many as 152 in 1973. The Academy had, however, accommodation only for 320 trainees. Since the Academy was unable to accommodate all the Probationers at the main campus, it had to rent out rooms in a Hotel at a distance of 2 kms. every year during July to November at a cost of about Rs. 1.5 lakhs. He also pointed out the lack of enough number of Lectures Halls, Hostel facilities, Auditorium etc. Some proposals had been submitted by the Academy to the Department of Personnel regarding the construction of certain facilities for the Academy at Mussoorie which were stated to be under advanced stage of consideration by Government.

6.106. A feeling was also expressed that a wing of Academy should also be located at Dehradun and the Professional Training of IAS could be conducted there. This would enable the Academy to conduct Foundational Courses throughout the year. This wing could gradually develop into a separate "IAS Staff College".

6.107. The question of paucity of accommodation for the Academy at Mussoorie was raised also during evidence of the Secretary, Department of Personnel. He admitted that shortage of accommodation and dispersed facilities of the Academy was coming in the

way of group life and community living at the Academy. He, however, felt that if the proposal, which was currently under the consideration of the Government, to set up a separate campus at Dehradun for the professional training of the IAS Probationers ultimately came through and all the programmes for construction of buildings went through "it should be possible to ensure a reasonable degree of community living".

6.108. The Committee have already pointed out that the number of Probationers in the Foundational Course at Mussoorie has risen from 115 in 1959 to 669 in 1975. As there is accommodation for 320 trainees only, the Academy has to rent out rooms in a hotel at a distance of about 2 kms. from the Academy, for the trainees of the Foundational Courses, at a cost of about Rs. 1.5 lakhs every year. Apart from the inadequacy of hostel accommodation, the Academy also suffers from a shortage of lecture halls, accommodation for library and auditorium etc. As admitted by the Secretary, Department of Personnel during his evidence, the shortage of accommodation and dispersed facilities are coming in the way of 'group life and community living at the Academy'. With the introduction of compulsory refresher courses for all IAS officers which have been recommended by the Committee elsewhere in the Report, there is bound to be further shortage of accommodation both for lectures and hostels at the Academy. The Committee are surprised why provision for adequate accommodation at the Academy was not made at the time of increased intake of All India Service Probationers, to meet the requirements in full. The Committee understand that Government are giving liberal grants to the Institutes of Management and to Administrative Staff College for meeting their requirements of accommodation, staff, etc. They see no reason why the National Academy of Administration, which trains the All India Services of the country, should not be provided with adequate funds to meet their requirements of accommodation etc., for the trainees. The Committee recommend that a detailed review of the requirements of accommodation and all other ancillary facilities for the National Academy of Administration should be made immediately to meet the training needs of the Probationers as also to cater to the requirements of refresher courses and effective measures should be taken to provide the same as per a time bound programme.

Head of the Academy

6.109. The Academy is headed by a Director who is at present of the rank of Additional Secretary to the Government of India. The present Director took up the post in May, 1973.

6.110. A retired Civil Servant of considerable experience and standing in the field of public administration has, in his memorandum to the Committee, stated:

“My feeling is that for the post of Head of this Academy, the level at which the selection is made is not high enough. I feel that this is one of the most important institutions that the Government of India has and it should be headed by one of the senior most members of the services, with proven record of ability not only to train young officers but to enthuse them in the service of the nation. The present system of having the Director of the Academy of an Additional Secretary level and very often placing people in that position who could not be fitted elsewhere, is not satisfactory.”

Another Civil Servant of wide ranging experience has in his memorandum emphasised that the Head of the National Academy of Administration should be chosen with “considerable care”.

6.111. The Secretary, Department of Personnel was during evidence asked as to the considerations which were kept in view while appointing the Head of the Lal Bahadur Shastri National Academy of Administration and the manner in which the suitability of a person for this post was determined. He was also asked whether the willingness to accept the post was one of the main criteria for appointment. In reply he stated:

“There is no doubt that a very careful scrutiny should go into the selection of the head of this institution particularly because it is not merely an intellectual ability and competence which is reflected in the training in this institution but it is also the personal example of the individual, the head of the institution, which is important.”

Replying to a specific question regarding the rank and status of the present head of the Academy, the Secretary said:

“I may submit that it is important that a head of the institution, particularly of an institution of this type, should be given a proper status. In the past, it was recognised that he should be an officer of adequate seniority. But when he was appointed, the post was down-graded to that of the Additional Secretary. He was considered suitable but he was not ripe enough to become the Secretary. Therefore, the post was down-graded. As far as his competence, ability, personal example, integrity and all the

rest is concerned, I am quite sure, there are very few persons who can vie with him.....The status is important. We have suggested.....that he should be given the status of the Secretary.”

Asked to state whether it was a fact that senior meritorious officers were not willing to accept the post of Director of the Academy, he said that it was not true; on the other hand “everyone is not suited for an institution of that type”.

6.112. The Committee visited the Academy during December, 1975 to see for themselves the arrangement for the training of the I.A.S. probationers. They were very much impressed by the innovations made by the Director of the Academy for developing among the civil service probationers a spirit of social and cultural integration, a sense of dedication for the task of national reconstruction and correct attitudes towards the problems of weaker section of society and the rural areas. The Balwadi for the children of low paid employees of the Academy, cultural activities with accent on the peoples culture, manual labour sessions, the Yoga and Judo classes, system of sending the probationers to villages for staying among the people, and above all the active participation of the Director in all these programmes and his personal example are bound to make a lasting impression on the probationers.

6.113. The Committee attach great importance to the post of the Director of the National Academy of Administration as it is the premier institution for imparting training to All India Services probationers in the country. They note that at present the Director of the Academy is of the rank of Additional Secretary to the Government of India. The Committee suggest that the post of Director should have a proper status, commensurate with its importance so as to attract a most talented officer of proven integrity and outstanding record with aptitude for such a work are whose services can be retained as the head of the National Academy for some years. The facilities provided to the Director of the Academy at a place like Mussoorie should be commensurate with his duties and responsibilities and in no case, be less than those provided to the Directors of Institutes of Management Administrative Staff College and Vice-Chancellors of the Universities.

6.114. The Committee need hardly stress that the Director for this Academy should be selected with the greatest care. On account of the onerous nature of duties and the impact that the Director has on the minds of the young probationers, it is necessary

that a really meritorious person is selected for this post. He should be an outstanding administrator who has distinguished himself in the field and has an unsullied record of integrity and dedication to work. He should be able to inspire and mould the young officers by his personal example. The Director should be dynamic and innovative by nature and he should be well-versed in the cultural traditions of the country. The Committee would like Government to keep all these considerations in view while selecting the Director of the Academy.

6.115. The Committee realise that since the post of the Director is of an academic nature and does not carry power and influence that are normally associated with high administrative posts in the Secretariat, very few persons of merit would be attracted to this assignment. As an experienced retired senior administrator has stated, there is an impression that only person who could not be fitted elsewhere, are posted to the Academy. The Committee are strongly of the view that such an impression should be dispelled. Moreover, as already recommended by the Committee the status and facilities to be provided to the Director should be liberalised so as to attract really outstanding administrators to this post. Government may also like to recognise the services of the incumbent of this post who makes outstanding contribution during his tenure at the Academy. The intention of the Committee is that the Directorship of the Academy should become a coveted post among the All India Services.

6.116. The Committee would also suggest that the performance of the Director and the functioning of the Academy should be closely watched so that remedial measures may be taken, whenever necessary, without loss of time.

6.117. The Committee further suggest that the tenure of the post of the Director of the Academy may preferably be five years so as to provide continuity of direction at the top.

Staff of the Academy

6.118. The Academy comes under the administrative control of the Department of Personnel and Administrative Reforms under the Cabinet Secretariat. It has the status of an Attached Office. It consists of Directing Staff and the Academic Staff. The Academy's Directing Staff comprises the Director, the Joint Director and five Deputy Directors. The present Director is an IAS officer of the rank of an Additional Secretary to the Government of India and the

Joint Director is of the rank of Joint Secretary. The other members of the Directing staff are drawn from the All-India and Class I Central Services of the rank of Director|Deputy Secretary in the Government of India. The Directing Staff is concerned with the planning and programming of the training courses, administration and teaching in various fields of Public Administration and Management. They also exercise general supervision over a wide range of activities in the Academy. The Academy has a dual staffing pattern. The officers come on deputation to the Academy for a period of 3 to 5 years on an average. The Academy also has a regular staff. The Professors, Research Officers etc. borne on the regular strength of the Academy, are recruited by the UPSC.

6.119. In a note furnished to the Committee by the Academy, the sanctioned strength of the Academic faculty and the vacancy position have been indicated as follows:—

	Sanctioned Vacancies Strength	
Professors of Economics .	3	
Professors of Law .	3	2
Professors of Public Admn .	2	1
Professors of Social Admn	1	1
Professor of Political Theory & Constitutional Law	1	
Professor of Hindi and Regional Languages .	1	..
Professor of History	1	1
Research Officers	5	3

Difficulty in filling up vacancies

6.120. The Secretary, Department of Personnel was during evidence, asked whether it was a fact that competent officers were not willing to be posted to the Academy and if so, what was the reason for it. He replied that the willingness of an officer was not of much importance and when competent people were found, they were drafted to the Academy. He however, added:

“We have encountered a large number of problems with regard to the filling up of existing vacancies; firstly in the case of vacancies in the faculty as far as the academic side is concerned, and secondly in the case of vacancies

in terms of administrative staff. At the lower level and at the intermediate level.....Deputy Directors and so on..... there has been some difficulty in obtaining people because Mussoorie is a very expensive place and with the emoluments they get, people at the intermediate level would not be attracted unless they are absolutely committed to the training objectives there are only a few of that type who can be taken in and they have their own problems in going to a place like Mussoorie because of the expensive living.....

As far as the academic side is concerned, the problem has arisen because of disparity in pay scales between what is available to a University Professor and what is available to a Professor on the Academy Staff..... Therefore all those people who are ultimately to be drafted from the University, are not attracted to the Academy because, after all, they have to go to a costlier place on a remuneration which is much less than what they would get in a University town. So, most of them have not been attracted to the Academy posts. But we have suggested to Finance that the pay scales of the people will have to be revised otherwise, we are not going to get the right sort of people for the Academy staff."

6.121. The Academy also has, in a written communication to the Committee, pointed out that officers are generally reluctant to come to Mussoorie on the same terms and conditions which are applicable for deputation to the Central Secretariat at Delhi. As regards the Academic Staff, the Academy has attributed the difficulties in recruitment to the following:—

- (i) The Academy cannot get academicians working in the universities on deputation as they are not Government Servants, and hence their recruitment has to be through the U.P.S.C.
- (ii) The procedure of recruitment through U.P.S.C. is cumbersome and results in long delays.
- (iii) The scale of pay of a Professor at the Academy is Rs. 1500—1800 whereas the scale of a Professor in a University is now Rs. 1500—2500.

6.122. To get over the difficulties in recruitment of Staff, the Academy has suggested that officers on deputation may be given

additional incentives like rent-free accommodation, winter allowance etc., keeping in mind the much higher living costs at Mussoorie, that all efforts should be made to make training posts in the nature of prize-posts, and that those due for promotion should be enabled to get such promotion at the Academy itself without any delays. It has also been suggested that the status of the Academy should be converted from that of an Attached office to a semi-autonomous institution. The Academy has stated:

“We feel that the Academy should be converted from its present status of an attached office into some sort of semi-autonomous institution with a Governing Council. It is not necessary to give it as high a degree of autonomy like the Administrative Staff College or the Indian Institute of Management. The Minister in-charge of the Department of Personnel may be the Chairman and the Secretary, Department of Personnel may be the Vice-Chairman of this Governing Council. But there should be some degree of autonomy so that the Academy be freed from the strict regulations of a Government Department, and the Governing Council can take final decision regarding funds, buildings, recruitment of staff, etc.”

In adequacy of Faculty Staff

6.123. The Academy has represented that in view of the increased number of probationers in the Foundational Course, Professional Course and the various inservice courses now being run at the Academy, the existing academic staff is totally inadequate. In view of this, the Academy had sent proposals for strengthening of the academic staff. The Department of Personnel had agreed in principle about the need of the additional academic staff in the Academy. But in view of the climate of economy, it was agreed that action to create a few posts may be taken and proposals for the remaining posts may be taken up for consideration only when the economic condition shows some signs of improvement. The matter is stated to be still in the process of examination”.

6.124. The Committee have elsewhere in the Report recommended compulsory Refresher Courses for IAS officers at specified periods of their service. As the Refresher Courses would cover senior officers also, it is of the utmost importance that the directorial and academic staff at the Academy is of high calibre who can impart training to the senior officers, participate in discussions with them

and inspire respect for their erudition, grasp of administrative problems at various levels and ability. The Committee would therefore stress that really capable persons should be selected as directorial and academic staff of the Academy. The pay and allowances as also the facilities provided to them, should be such as would attract the best talents. The Committee recommend that Mussoorie being a costlier place, special consideration should be given to the grant of additional emoluments and facilities to the officers deputed to the Academy on directorial or academic assignments. Their emoluments should in no case be less attractive than those available to the teaching faculty in the Universities and Institutes of Management. The Committee have no doubt that Government would take all the aspects into account while taking decision on the proposals submitted by the Academy which are already under Government's examination.

6.125. The Committee also suggest that by way of additional incentives and also to keep their knowledge upto date, the teaching staff of the Academy may be accorded special consideration for undergoing advanced and specialised courses relevant to the subject of their teaching in appropriate institutions in the country as well as abroad. After training, these officers should be required to spend a spell of time at the Academy where their newly acquired knowledge and experience should be utilised for training of other officers/probationers.

6.126. The Committee note that the existing academic staff in the Academy is inadequate to meet the increasing requirements. They understand that the need for additional academic staff in the Academy has already been agreed to in principle. The Committee see no reason why adequate staff could not be provided to the Academy. They would like this matter to be dealt with utmost expedition so that the staff is in position before the commencement of the foundational course for the next batch of officers. They would like to be informed of the progress made in the matters.

6.127. The Committee feel that it would be better if the academic staff is drawn from University faculties on tenure basis. This is possible only if the scales of pay and other facilities at the Academy are made really attractive as has already been recommended by the Committee.

6.128. The Committee further recommend that with a view to attract to the Academy officers who have the ability, competence

and aptitude for imparting training and to enable the Academy to retain the services of such officers, a system of proforma promotion should be introduced so that an officer appointed to the Academy could be retained in the Academy for a length of time without affecting his chances of promotion under Government in the normal course.

Organisational set up and Teaching Methods

6.129. The Secretary, Department of Personnel was, during evidence, asked whether the organisational set up of, and teaching methods observed by, the Academy had ever been reviewed by outside experts. He replied:--

“No formal review of the Organisational set up and teaching methods has been undertaken, though a large number of experts from foreign countries have been visiting the Academy and have been expressing their opinion about the procedures and about the content of training in the Academy..... It was only the Committee appointed in 1972 which revised the syllabus and which examined this question about teaching methods and so on and they made some recommendation which was adopted. Then, again, if I am not immodest in saying so, I had myself, after studying all these training centres in 27 countries, made a report with regard to the syllabus and training methods and quite a few of my suggestions were later on implemented..... This is a thing which has to be under continual review..... It is under continual review and whenever officials are sent out from the Academy on a visit to other centres for studying the training methods in other places, they come back and make a comparison of whatever is done here with what is being done elsewhere; and this sort of exchange between the Academy's Staff and the staff of the other training centres has proved to be useful. This is the manner in which this sort of cross-fertilisation of ideas goes on in the Academy. Apart from this, when they come back after their one year's training, they indicate whether they have found their training satisfactory.”

6.130. The Committee have already recommended the appointment of Standing Committee to review the syllabus and contents of training at the National Academy of Administration. They recommend that this Committee should also go into the organisational

~~structure of the Academy and the teaching methods observed by it. The Academy should be restructured and its teaching methods patterned in the light of the recommendations of that Committee.~~

Training of Trainers and Evaluation of Performance and Course Content

6.131. The Academy has stated that apart from the deputation of members of the Directing and Academic staff of the Academy abroad on U.N.D.P. Fellowships, at the rate of one member per year on an average, there is no regular arrangement for training of teaching staff.

6.132. As regards, the assessment of the performance of the teaching staff, the Academy has stated that the lectures of the teaching staff are evaluated by the trainees themselves every week. Each trainee is supplied a form on which he is asked to indicate his opinion about the lectures attended by him without appending his name and the opinions so collected are brought to the notice of the concerned member of the Staff.

6.133. The Academy also has a system of ascertaining the reactions of the probationers to the content of the syllabus and training given to them at the Academy. The Director and the course Director meet the Probationers at formal sessions every month and every fortnight respectively to obtain a feed-back from the probationers. At the end of every course, there is an evaluation session when the Probationers are asked to give their reactions to the content of the syllabus as well as the training given to them, and their views are discussed. The Faculty Members when they go on field visits, contact the ex-trainees and discuss with them the relevance of the training at the Academy to their jobs. Evaluation Questionnaires are also sent to such ex-trainees.

6.134. The Committee would like Government to organise Orientation Courses for the academic and directing staff of the Academy so that the teaching and directing staff are fully cognisant of the requirements of training and the priorities which are to be observed in this regard.

G. Refresher Courses

6.135. In-service training programmes for higher administrative services can be classified as follows:—

- (a) Programmes organised by the Lal Bahadur Shastri National Academy of Administration, Mussoorie.

- (b) Programmes sponsored by the Training Division of the Department of Personnel at the Indian Institute of Public Administration, New Delhi.
- (c) Programmes organised by the Training Division of the Department of Personnel in collaboration with Universities and other institutions/organisations.
- (d) Sponsoring officers belonging to All India Services to the training programmes at National and autonomous institutions such as Administrative Staff College of India Hyderabad, Indian Institute of Management, Ahmedabad and Calcutta, National Institute of Community Development Hyderabad, National Institute of Training in Industrial Engineering, Bombay, National Productivity Council, New Delhi etc.
- (e) Programmes organised by the State Training Institutions with the assistance of and collaboration with the Department of Personnel.
- (f) Deputation of officers for training abroad under existing Technical Assistance Programmes.

Refresher Training Courses at the Academy

6.136. The Lal Bahadur Shastri National Administration Academy, Mussoorie organises on a regular basis the following in-service training programmes for officers of different levels belonging to All India Services and the Central Services:—

Course	Duration	Service requirement	No. of Programmes organised so far	No. of officers so far trained
1	2	3	4	5
1. Ex. Dev. Programme for All India and Central Services	6 weeks	6-10 yrs.	5	107
2. Advanced Management Programme for the All India and Central Services	2 weeks	11-16 yrs.	3	65
3. Intermediate Course for IAS Officers	5 weeks	For direct recruits (6-10 yrs.) and officers of State Civil Service on Select List of IAS	4	73

In addition, the following seminars had been organised at the Academy for officers at the middle and the senior levels belonging to the All-India and the Class-I Central Services:—

- (i) Growth and Social Justice
- (ii) Agrarian Structure and its Problems
- (iii) Administrative Vigilance.

6.137. Nominations for the above courses and seminars are invited from Ministries/Departments of the Government of India and the State Governments.

Refresher Training on regular basis

6.138. Government have stated that “at present, no periodicity has been laid down at which an officer is required to undergo refresher training.”

6.139. During evidence, the absence of any regularity in sending officers to in-service courses for refresher training was pointed out to the Secretary, Department of Personnel. In reply he admitted that “the response is somewhat tardy from the States in terms of nominating people to those courses.” The reason for his Department not being able to run a larger number of specialised courses, was, according to him, “shocking lack of realisation in certain quarters that training is important.” He pointed out that until recently ‘Training’ was not a part of the Five Year Plan and it was difficult to get funds therefor.

6.140. Regarding the schemes for refresher courses contemplated by Government, the witness said:—

“We wanted to a refresher course at the level of 6—10 years service. For instance, we have made it compulsory that everyone who gets to be promoted as under-secretary will have to go through compulsory training. We are trying to manage it within the funds available. Similarly, we want to have some sort of training for those who are about to become joint secretary, which is a fairly high level.”

Selection of officers for in-service Training

6.141. In pursuance of the recommendations of the Conference on Training of I.A.S. officers organised at the Indian Institute of Public Administration, New Delhi in April, 1972 (Appendix III) the

Department of Personnel has written a letter to the Chief Secretaries of all the States and Union Territories in October, 1972, informing them of the suggestions made at the Conference on the subject of inservice training and requesting them to take suitable action on the recommendations. The letter says:—

“Selection of Officers for the various In-service Training Courses at Lal Bahadur Shastri National Academy of Administration was also discussed in the Conference. It was pointed out that the response to the courses was not quite adequate although the calander of programmes was sent by the Academy to the State Governments at the beginning of each year. It was recommended that the State Governments may prepare a panel of suitable I.A.S. officers of 6—10 years' seniority and 11—16 years' seniority for the courses at the Academy. The officers could then be nominated for the Inservice Courses in a planned manner from this panel. Adequate participation of officers from the Scheduled Castes and Scheduled Tribes could also be encouraged.”

6.142. The Committee recommend that Refresher Courses of training should be made compulsory for Indian Administrative Service Officers at two stages of their career—once between 6th and 10th year and the other between the 10th and 15th year of the service. To make the Refresher Courses really useful, it is necessary that the contents and duration of the courses are carefully worked out after taking into account the requirements of the service.

6.143. The Committee further suggest that with a view to ensure that all officers attend these Refresher Courses, the successful completion of these courses may be made at essential qualification for further promotion.

6.144. The Committee would also like Government to ensure that officers deputed for Refresher Training, take their training seriously and actively participate in the training programme. For this purpose it is necessary that a system of objective assessment and evaluation of the extent of assimilation of training by each trainee is introduced.

6.145. The Committee consider the introduction of compulsory Refresher Courses very necessary. They therefore stress that adequate funds should be provided for starting and running these courses at an early date.

Deputation for Training Abroad

6.146. During the last five years (1970—74). 276 Indian Administrative Service officers were sent abroad for training. It is stated that on their return from training abroad, 84 per cent of the Indian Administrative Service officers were posted in jobs where their training had relevance while 16 per cent were posted to other jobs by the State Governments "for administrative reasons."

6.147. During evidence, the Secretary, Department of Personnel described the procedure for evaluation of the advantage of the foreign training as follows:—

"... We have, in the Department of Personnel and Administrative Reforms, prescribed a proforma. This is supposed to be filled in by the officers who go on training, and they submit a report along with the information asked for in the proforma indicating whether they have derived any advantage from the course. Then the superior officers are supposed to indicate whether the person who went on training has been able to utilise full time or not. They are also supposed to indicate whether the person is being utilised on the job for which he was sent for training abroad.....our impression is that as far as specialised courses are concerned, some of these training programmes have stood us in very good stead. They have broken new ground and our people have been inducting new ideas."

I would submit that we are becoming more and more selective with regard to the course for which officers are sent out. We do not send them out for the normal course for which facilities exist in this country. I am proud to say that as far as the normal generalised training is concerned, I suppose, we have a training institution in this country, which is as good as any in other countries of the world."

6.148. A point was raised during evidence as to the incentives available to the Civil Servants for utilising the facilities available in the country as well as abroad for training and study. The Secretary, Department of Personnel stated that the Study Leave Rules applicable to Central Government Servants had been recently liberalised and now during the period of such leave full substantive pay of the Government servant was admissible to him instead of one-half of substantive pay. He suggested that during Study Leave period, the officer should also be paid other allowances like Dearness

Allowance, House Rent etc. as his family had to stay behind when he was away on Study/Training.

Present position regarding grant of study leave

6.149. The scope of the grant of study leave to Government Servants is laid down under sub-Rule (1) and (2) of Rule 50 of the Central Civil Service (Leave) Rules 1972 Study Leave can be granted:—

- (a) for undergoing a regular course of higher study or specialised training on a subject having “a direct and close connection with the spheres of his duty.”
- (b) for training or study tour not requiring attendance of a regular academic or semi-academic course if it is certified “to be of definite advantage to Government from the point of view of public interest and is related to sphere of duties of the Government Servant.”
- (c) for an approved study or study tour connected “with the frame work or background of public administration.”
- (d) for study “which may not be closely or directly connected with the work of a Government Servant, but which is capable of widening his mind in a manner likely to improve his abilities as a civil servant and to equip him better to collaborated with these employed in other branches of public service” (Such applications have to be considered on merit in each case in consultation with the Department of Expenditure of the Ministry of Finance).

6.150. Study Leave can be granted to a Government Servant only if it is certified by the competent authority that the proposed course of study or training “shall be of a definite advantage from the point of view of public interest”, and that “it is for prosecution of studies in subjects other than academic or literary subjects.” Exceptions have however, been provided for in the case of members of the Indian Economic Service/Indian Statistical Service, Medical officers and specialists/technical persons to whom study leave can be granted also for prosecution of studies in academic subjects, subject of course to certain conditions.

6.151. Another condition for grant of study leave for prosecution of studies abroad is that the Department of Economic Affairs of the

Ministry of Finance should agree to the release of foreign exchange involved in the grant of study leave.

6.152. An officer on Study Leave outside India is entitled to half pay leave salary in addition to the study allowance admissible to him in the foreign country. Leave salary equal to full pay (without allowances) is admissible to an officer on study leave within the country but if he is in receipt of any scholarship, stipend or remuneration in respect of any part time employment, it has to be adjusted against the leave salary subject to the condition that the leave salary is not reduced to less than the half pay leave salary.

6.153. It has been brought to the notice of the Committee that when Study Leave is granted to the employees selected for the award of Jawaharlal Nehru fellowship in addition to the benefits admissible to them in accordance with the Fellowship, the recipients are also entitled to the leave salary and also the following allowances:

- (a) Dearness allowance in accordance with Government decision on the subject;
- (b) Compensatory (City) allowance during the first six months;
- (c) H.R.A. during the entire period of leave admissible from time to time at the station where the official was last on duty.

6.154. The Committee note that under the existing Rules, study leave can be granted to Government servants subject to certain conditions. They further note that the conditions of the grant of this leave are somewhat different in the case of Indian Economic Service/Indian Statistical Service, medical officers and specialists and technical personnel. The Committee note that an officer on study leave outside India is entitled to half pay leave salary, in addition to the study allowance admissible to him in the foreign country. An officer on study leave within the country is entitled to leave salary equal to full pay without allowances. The Committee feel that the existing provisions regarding grant of study leave are hardly attractive. In the opinion of the Committee, Government servants should be encouraged to proceed on study leave, with a view to equip themselves better in the interest of service. The pay and allowances and the facilities to be provided to Government servant during study leave should not in any way be less than what he would have drawn while on duty. The Committee would like

Government to examine this matter thoroughly and liberalise the terms and conditions relating to the grant of study leave to Government servants (including retention by the Government servant of the Government accommodation during the period of leave) with a view to encourage them to avail of this facility to improve their outlook, mental and intellectual perception and horizons. In this connection, the Committee would like to point out that the recipients of the Jawaharlal Nehru Fellowships are during the period of Study Leave receive, in addition to the benefits of the Fellowships and leave salary, Dearness Allowance, House Rent Allowance and during the first six months of the leave period City Compensatory Allowance also. The Committee would like Government to examine to what extent these facilities could be extended to all Government Servants proceeding on Study Leave.

H. Career Planning and Professionalisation of Indian Administrative Service

Follow-up of officers and Career Planning

6.155. The Secretary, Department of Personnel was also asked whether there was any system of follow-up of the officers who were, on the completion of their probation period, posted to the Districts with a view to find out how they had assimilated the training given to them. He said that officers of his Department periodically visited the States and at their meetings with the young officers they discussed their practical experiences with reference to the training imparted to them. Any suggestions for improvement in the training programme were brought to the notice of the Academy. Besides, he said, detailed instructions had been issued to the State Governments regarding the training, postings during initial years and rotation of officers and at meetings with the Chief Secretary "we enquire about the manner in which they are thinking in terms of career planning."

6.156. The Secretary, however, pointed out the problem of frequent transfers of officers under extraneous pressures with the result that no conscious career planning of officers at State level was possible and it was difficult to build up expertise in any field, be it district Administration, Financial Administration, Social Administration, Welfare Administration or any other Administration. In certain States, he said, the ceiling was three years but in actual practice the transfers took place frequently, even within one year. Asked whether the problem could be minimised by evolving some norms and appointing a committee to scrutinise the transfers and prescribing

that transfers would take place subject to the norms and concurrence of the Committee, the witness said:

“There would be lots of trouble and difficulties because these are purely administrative matters within the competence of the State Government, and the State Government takes a view in terms of their requirements, administrative or otherwise.”

6.157. Another defect that he pointed out which militated against the system of career planning was the lack of rotation of officers as between jobs which were difficult, but important from the point of view of area of social development and those which were comparatively easier, as for instance in the Secretariats.

6.158. Regarding career Planning of Indian Administrative Service officers at the Central level, he said:—

“In the Establishment Officers’ Division, we have a system whereby we categorise people into various specialisations as we have been able to identify; after having identified them, we pick them up for appropriate training and thereafter utilise them in the jobs which have direct relevance to the subject matter of the training. The eight categories which we are adopting here in the Establishment Officers’ Division are economic administration, industrial administration, agriculture and rural development administration, social and educational administration, personnel administration, financial administration, defence administration and planning. Defence and education have been left entirely to the Defence Ministry and the Education Ministry because they are not directly relevant to Indian Administrative Service, but as far as the others are concerned, we are taking conscious steps in the Establishment Officers’ Division to pick up people for training and to see that they are utilised thereafter in appropriate places.”

6.159. The witness was asked whether there was any independent machinery for assessing the performance and conduct of District officers and sending a report to the higher authorities. In reply he made a mention of the role of vigilance machinery in the States and also of the system of annual confidential reports. He also informed that a new system of “Performance Appraisal” of officers was under the consideration of Government in which the achievements of an officer against an assigned task or target would be mentioned, which if approved by Government, would be commanded to the State Governments for adoption.

6.160. The administration in a modern welfare State is complex. There is need for specialisation even within a generalist service like the Indian Administrative Service. The Committee consider that career planning and specialisation should begin at an early stage in the career of an Indian Administrative Service officer. The Committee would like to stress that the activities of Government in a developing economy have increased greatly in diverse fields which require specialisation and experience. Even coordination and concerted action require special knowledge. The various Departments and Ministries of Government can be grouped into broad fields of specialisation which can be efficiently administered by experienced officers e.g. Economic, Financial, Industrial, Agricultural, and Rural Development, Social and Educational, Personnel, Defence Administration and Planning. The Committee feel that by proper career planning and postings, it should be possible for Government to train the officers and give them opportunities to gain experience in various fields of specialisation. The Committee desire that the officers should normally be deployed in their field of specialisation upto a certain specified administrative level, both at the Centre and in the States, so as to provide guidance and leadership based on knowledge and understanding in depth of the problems involved. The Committee have elsewhere in this Report observed that appointment to the highest posts of the Heads of Department or Ministries should be made on merit irrespective of the service to which the officer belongs, the criterion being outstanding organisational ability, dedication to the cause of development of the country and undoubted integrity.

CHAPTER VII

TRAINING OF I.P.S. OFFICERS

Foundational Course and Attachments.

7.1. As already stated, immediately on appointment to the Indian Police Service the I.P.S. probationers are sent along with the I.A.S. probationers and those of certain Central Class I Services to the Lal Bahadur Shastri National Academy of Administration at Mussoorie for the Foundational Course commencing in July each year for a period of 4 months. The content of the Foundational Course is the same as that of the I.A.S. probationers.

7.2. After the probationers complete the Foundational Course, they are sent to the National Civil Defence College, Nagpur for a period of two weeks. Thereafter, they are given a course in detection and handling of explosives in the Chief Inspectorate of Explosives for five days. Then the probationers move on to the Sardar Vallabhbhai Patel National Police Academy at Hyderabad for their professional training covering a period of one year *i.e.* from December to November. Immediately after completion of training in the Police Academy, the I.P.S. probationers are attached to squads in certain military units for practical training for a period of 15 days.

7.3. On completion of attachment with the Military Units, the probationers are sent to the States to which they are allocated where they receive further intensive training in theoretical and practical work in the police training colleges/schools set up by the respective States and in the districts for a period of one year.

Professional Training Course

7.4. It is stated that the one-year professional training at the Academy is meant to give a basic understanding to the probationers of the Criminal Law, Constitution, Police procedure and administration with emphasis on the scientific aids to investigation, criminology, medical jurisprudence, forensic science, security and intelligence and criminal sociology. Intensive physical training, drill, handling of weapons, training in horse riding, motor driving and maintenance, wireless operation, first aid and ambulance drill work also form part of the training programme at the Academy. The probationers are

also given some practical training in investigation, in subjects within the political and social framework, in the role of Central Government in Police work, in management concepts and techniques including personnel management and productivity techniques and in police behaviour and attitude. During the course of the professional training in the Academy, the probationers are taken 'on a fairly extensive tour of about 3 weeks' duration during which they are shown the basic features of practical police work and police organisation and are also given an opportunity of understanding the variety underlying the unity in the life of the Indian people.

The syllabus of the training at the Police Academy is given in Appendix II.

Training in the States

7.5. The one-year professional training at the Academy is followed by a one-year training in the respective States of allocation. After their training in the States, the probationers do not come back to the Academy as is the case with the IAS probationers. The schedule of training in States observed by the probationers is indicated as follows:

First and Second Months :	State Police Training Institute or IGP's Office learn local laws and language.
Third month :	Headquarters of district of posting, Familiarisation with district topography, officials and conditions.
Fourth month :	Training in Police Stations (Rural and Urban).
Fifth month :	Station House Officer.
Sixth month :	Attachment to Circle Inspector/ Officer.
Seventh month :	Attachment to prosecution branch.
Eighth, Ninth & Tenth months:	Attachment to District Police Office and District Headquarters.
Eleventh month :	Attachment to crime branch, State CID.
Twelfth month :	(i) First two weeks—attachment to H. Q. of Armed Police Battalion. (ii) Second two weeks—attachment to miscellaneous non-police officers.

Sandwich Pattern of Training

7.6. The point regarding introduction of sandwich pattern of training for the IPS probationers was raised during evidence. The representative of the Ministry of Home Affairs replied that with the shifting of the Academy from Mount Abu to Hyderabad, it was now

possible to provide to the probationers "concurrent field exposure". Moreover, he said, after their institutional training, the probationers went through a well-defined schedule of on-the-job training in the States. For these reasons, he maintained that sandwich pattern of training was unnecessary in the case of IPS probationers.

7.7. The director of the Academy has, however, in a Note furnished to the Committee stated:

"I would agree to making the initial course one of 11 months' duration and getting the trainees back to the Academy after one year field training, for one month of finishing course. This is a modification of what has already been suggested by the Gore Committee and could be easily fitted into our schedule".

7.8. The sandwich pattern of training was introduced in the case of Indian Administrative Service probationers because it builds up a harmonious balance between the theoretical and practical parts of the training programme. The Committee see no reason why the sandwich pattern cannot be introduced with advantage for the Indian Police Service probationers also. They recommend that the institutional and on-the-job training programme for the Indian Police Service probationers should be so arranged as to bring the probationers back to the Academy for a spell of time after their on-the-job training in the States for a final finishing course and a re-appraisal of their institutional training in the light of their field experience and their final assessment and ranking after the prescribed final examination at the Academy.

Review of the Syllabi of Courses

7.9. The representative of the Ministry of Home Affairs informed the Committee during evidence that in 1969 his Ministry appointed a Board of Visitors to the Academy consisting of senior Police Officers. In 1970, two senior officers who were members of this Board visited the Academy and submitted a report which *inter alia* examined the syllabi of the course and gave some useful suggestions which were implemented.

7.10. The Academy has, in a written note to the Committee, stated that the aforesaid Board reviews the content of the various courses undertaken by the Academy and that suggestions of the Guest Faculty, research undertaken by the Faculty itself and suggestions made by the Senior Course Officers provide the direction in which the course content is to be reviewed.

7.11. The syllabi of the various courses were last revised on the basis of recommendations of the Committee on Police Training (Gore Committee) appointed by the Government of India in 1972-73. According to the Academy: "the Gore Committee did a thorough job of it and full implementation of their recommendations in this regard should broadly meet our requirements for the next decade. It is, however, realised that a syllabus is a dynamic document and on that basis frequent reviews and modifications are systematically done."

7.12. The Director of the Academy has suggested to the Committee that the existing Board of Visitors "could be enlarged by including eminent educationists and experts on public administration. Such a body could periodically assess the training given at the Academy and also review syllabi/course content and the quality of teaching material."

7.13. The Committee trust that the syllabus of the professional training for the IPS probationers has been patterned on the lines recommended by the Committee on Police Training (Gore Committee).

7.14. The Committee recommend that the existing Board of Visitors for the Academy should be expanded to include senior public servants, eminent educationists and experts on Public and Police Administration and its terms of office and functions should be precisely laid down. The Committee consider that the syllabus of the professional course of training should be reviewed by this Board every five years so as to reflect the current needs of training in the light of the changed socio-economic milieu.

Orientation of IPS Probationers

7.15. A point was raised during informal discussion by the Committee with the Director of the Academy at Hyderabad that at present there was a wide gap between the police officers as a class and the general public and the Director was asked by what methods the Academy was inculcating in the police officers a spirit of public service. In a written answer to this point, the Director has state:

"The Academy has adopted the modern objective of training, which is not only to impart knowledge and skills but also to build up the correct attitudes in the trainees right from the start. This is done by giving them a substantial dose of Behavioural Sciences and Management ideas as well as topics on Police Public Relations. It is also emphasised that the Police is a service-oriented organisation

and that they should set about their tasks as friends of the people in general and of the weaker sections of the community in particular. To this end frequent talks by senior Police Officers, religious leaders and other eminent public men are arranged, besides organising seminars, symposia and debates for effective coverage of this area. Besides the above, the Academy also has a Social Service League, through the activities of which the attitudes of human sympathy and public service are further strengthened. They also participate in the welfare activities of the Families welfare Association, which promote subsidiary income-earning programmes, health promotion programmes and general welfare programmes for the wives and children of the lower supporting staff of the Academy. During their practical work exposure programmes and during their Bharat Darshan tours the probationers are also exposed to the realities of rural problems and the difficulties faced by weaker sections of society."

7.16. The Committee have no doubt that if the young Police Officers are imbued with a real feeling of concern for the redressal of grievances of the oppressed and down-trodden who seek their assistance it would not be too difficult to change their image over the years. They would therefore like that during the training period, great emphasis should be laid on building an attitude of service and genuine concern for the under-privileged and weaker sections of society in these young Officers. To this end, a specially designed orientation programme should be drawn up by the Academy with the assistance of knowledgeable persons and public men of proven standing, merit and service to public and it should be earnestly implemented during the course of training not only at the Academy, but also during on-the-job training in the States.

Sardar Vallabhbhai National Police Academy, Hyderabad

7.17. The Director of the Academy who is of the rank of an Inspector General of Police, is in overall charge of the Academy. He is assisted by two Deputy Directors of the rank of Deputy Inspectors General of Police. The indoor instruction is conducted mostly by Assistant Directors of the level of Superintendents of Police and Instructors of the rank of Deputy Superintendents of Police and a Hindi Instructor. The outdoor programme is supervised by an Assistant Director of the rank of Superintendent of police who is assisted by a Deputy Superintendent of police and Instructors for Drill, Motor Training, Wireless and

Equitation. Most of the senior posts in the Academy are filled by transfer on deputation, mainly from the Indian Police Service.

Selection for the Post of Director

7.18. The representative of the Ministry of Home Affairs was, during evidence, asked to indicate the considerations which were kept in view while appointing the Director of the Academy, the manner in which his suitability for the post was determined and whether willingness to accept the post was one of the criteria for appointment. He replied that the post of Director was of the rank of Inspector General of Police. In addition to his grade pay, he was also given a special pay of Rs. 250 p.m. Thus, his status was higher than that of an Inspector General of Police. As for the considerations on which an officer was selected for this post, he said that "care was exercised; we go into his background, his academic record, what jobs he had handled earlier and so on." As regards the willingness of the officer being a condition precedent to his selection, he said:

"We have not so far encountered any particular difficulty about this while filling up this post. When we select an officer from the State Government we have to ask the State Government to spare the services of the officer, and in all the cases we have found that they have readily spared their services."

Problems faced by the Academy

7.19. A study group of the Committee had visited the Sardar Vallabhbhai Patel National Police Academy, Hyderabad in December, 1975. During their informal discussions with the Director, Members of the Faculty and the Probationers certain problems and difficulties faced by the Academy were brought to the notice of the Study Group. The problems and suggestions made to overcome them were as follows:

Shortage of Accommodation.—The Academy is finding it difficult to accommodate its library in the existing building complex placed at its disposal. There is also shortage of adequate playground. The Academy is also facing some difficulty in the matter of adequate water supply.

Inadequacy of Training Staff.—At present, the Academy is inviting Guest Lecturers in various subjects to supplement the work of the Academy Staff, particularly in the area of Social Sciences. The Academy Staff needs to be strengthened by the induction of experts in the field of Management and Behavioural Sciences and Teaching Methodology.

Selection of Staff.—After shifting of the Academy from Mount Abu to Hyderabad there has been some improvement in securing staff on deputation but States are still not sparing good officers selected by the Director. Sometimes the officers selected manage to keep out. The following suggestions were made:—

- (i) A convention should be established that each State should spare at least one officer asked for by the Director.
- (ii) The period of deputation of Staff to the Academy should be longer.
- (iii) The officers on deputation to the Academy should be given proforma promotion in the Academy itself if during the period of deputation at the Academy their turn for promotion comes.
- (iv) The special pay attached to the posts in the Academy is not sufficient to attract meritorious staff. It should be suitably enhanced.
- (v) The terms of deputation should be made more attractive in the form of affording cent-percent housing as the Academy is far away from the city, and other facilities.
- (vi) Service in the Academy should be counted among the special qualifications for preferment in service.
- (vii) The Instructors in the Academy should be of the level of Junior Class I Officers. Their existing status is less than that of those whom they are expected to teach.

Training of Trainers.—The Training Staff of the Academy should be allowed special facilities for deputation on training abroad.

Guest Lecturers.—The powers of the Director to grant honorarium are limited to Rs. 500 and need enhancement. The existing scale of honorarium for guest lecturers is only Rs. 50. The scale should be raised to Rs. 75/100.

Modernisation of Equipment.—There is a scheme for modernisation of Police in the States under which assistance is available to State Governments to achieve rapid developments in the field of training, transport, scientific equipment and tele-communications. There is no such scheme for the Central Police Training Institutions. The National Police Academy urgently needs funds for modernisation of facilities and equipment such as audio visual aids, projectors, closed circuit T.V. etc. The Academy has sent some proposals to the Government and sanction is being awaited.

Status of the Academy.—Since the Academy discharges the function of a field agency as well as an advisory office, its status should be enhanced from that of a 'Subordinate Office' of the Ministry of Home Affairs to that of an 'Attached Office'. The National Academy of Administration already enjoys this Status. The enhancement of the status of the Academy will go a long way in improving the organisational structure of the Academy and will invest it with the prestige it deserves.

7.20. The Committee note the problems faced by the Academy regarding shortage of accommodation, inadequacy of training staff, terms of employment of staff on deputation, training facilities for the trainers, modernisation of equipment and the scale of honorarium to guest lecturers and the powers of the Director in this regard. The Committee would like the Ministry of Home Affairs to consider the various suggestions made to the Committee at the Academy as enumerated in the earlier paragraph and take expeditious decisions thereon and inform them.

7.21. The Committee feel that the scheme of special pays attached to posts in the Academy should be such as to attract to the Academy qualified and able public servants. Further, the teaching staff of the Academy should not have a feeling that their promotion prospects under Government would be adversely affected if they continue to remain in the Academy. In fact, a spell at the Academy should be reckoned as a special qualification for promotion to higher ranks. In this connection, the Committee would suggest the intro-

duction in the Academy of a system of proforma promotion so that an officer serving the Academy could be retained in the Academy for a length of time, without affecting his chances of promotion under Government in the normal course.

Refresher Course for IPS

Senior Officers' Reorientation Course

7.22. It is stated that only one course in the form of an advanced reorientation course is being conducted by the Academy for the benefit of young Superintendents of Police of the IPS with 6—10 years of service and directly recruited Deputy Superintendents of Police on the select list. It used to be of 6 months till the end of 1973, but the duration of the course has been reduced to 14 weeks now. Usually three such courses are conducted in a year. So far 489 officers have been trained in 32 batches.

7.23 During evidence, the representative of the Ministry of Home Affairs stated that the duration of the course was reduced from 6 months to 14 weeks on the recommendations of the Gore Committee on Police Training. According to him, after the reduction in the period of training "we are getting better response from the States". As for the contents of the course he said that participating officers were, through this course, made aware of "the latest developments in investigation techniques, forensic science etc." Replying to the question as to how many senior police officers were yet to undergo the reorientation course, he said that the officers already trained constituted "roughly 40 to 50 per cent, in the eligibility range."

7.24. In a subsequent communication to the Committee, it is stated that it is now proposed to prescribe this course for officers with 8—10 years of service. The maximum age limit prescribed is 35 years relaxable upto 40 years. This means that officers above 10 years of service or 40 years in age would not be eligible for attending the Senior Officers' Course.

Proposed new courses at the Academy

7.25. As a result of the recommendations of the Committee on Police Training (Gore Committee); the Academy has decided to run the following two additional courses:—

- (i) Police Executive Development Programme for officers of the level of Dy. Inspectors General of Police of three weeks duration.
- (ii) Training of Trainers of 10 weeks duration.

Training Courses in other Institutions

7.26. Apart from the refresher training referred to above, the I.P.S. Officers are also deputed for refresher/orientation training at the Institute of Criminology and Forensic Science, New Delhi where the following two courses are held:—

(1) *Police Community Relations*

Course Content—

- (a) the implications of the changing social, political and economic conditions in India for the role of the police.
- (b) the role of the Superintendent of Police in the context of the value and significance of training.
- (c) understanding human behaviour with reference to conflicting situations and critical social groups—problems relating to students and youth, industrial and agrarian workers, political parties, radicals and reactionaries, communal strife and linguistic and regional conflicts.
- (d) Police Community Relations—Importance and technique.

(2) *Advanced Criminology*

Course Content—

- (a) Etiology of Crime and Crime Phenomenon.
- (b) Criminal Justice System.
- (c) Importance of Coordination in Criminal Justice—Development of Techniques and attitudes.

In addition, the officers are sent for certain courses in Indian Institute of Public Administration, National Defence College etc.

7.27. In a subsequent communication to the Committee, Government have stated that the scheme of Career Planning for I.P.S. Officers proposed to be introduced (which is still under the consideration of the Home Ministry) envisages the following courses:—

(i) During post-NPA Training:

- (a) A Fleet Management course of 15 days duration.
- (b) A 15 days course on Weapons and Tactics.

(ii) Before the 4th year of service:

A 10 day course in Wireless.

(iii) In the fourth to fifth year of service an officer may attend one of these courses:

- (a) A 2 week course on Handling of Internal Disturbances;
- (b) Police Community Relations Course (10 days);
- (c) Advanced Course in Criminology (4 weeks);

(iv) In the 6th to 7th year of service:

- (a) One month course on Intelligence including V.I.P. Security; and India and its Neighbours.
- (b) Attachment to a major State Industry or Plant for 10 days.

(v) In the 8th to 10th year of service:

Senior Officers Course of 14 weeks duration.

(vi) In the 7th to 11th year of service:

He may attend one or more of the following courses, depending on the areas of employment;

- (a) Two week course on Anti-Corruption;
- (b) Two week course on Counter Insurgency, etc.
- (c) Two week course on Industrial Security.

(vii) In the 11th and 12th year of service, he may attend a two weeks' course on Mass Communications.**(viii) In the 13th and 14th year of service, he may attend selected courses in non-Police Training Institutions in the country, and abroad. During this period he should attend a 10 day course on Computer Application in Law and Order Administration.****(ix) In the 15th to 18th year of service, he should attend a 4 week Police Executive Development Programme. During this period he should also attend higher courses in non-Police Institutions in India, and abroad.****(x) For officers of the rank of I.G.-Course on decision making.**

Compulsory Refresher Courses

7.28. At present no periodicity at which Indian Police Service Officers are required to undergo refresher training has been laid down.

7.29. In the informal discussion during the visit of the Committee to the Sardar Vallabhbhai Patel National Police Academy, Hyderabad, the Director of the Academy expressed the view that refresher Courses and in-service training should be introduced on a continuing basis with a view to sharpen, widen and humanise the faculties, skills and attitudes of the civil servants for proper performance of their job and appropriate behaviour towards public in different types of work situations. He also said that on behalf of the Academy, a suggestion was made that these courses should be made compulsory for all categories of officers, before they were confirmed in the respective ranks or considered for promotion to the next higher ranks and that this question was also discussed in the conference of Heads of Training Institutions and endorsed by them.

7.30. During evidence, the representative of the Ministry of Home Affairs admitted the need for refresher training but held the view that "if promotion is made dependent on training, there may be practical difficulties." However, according to him:

"The compulsion issue is under examination. But if the State Governments are unable to release some officers for certain reasons, making it compulsory would create difficulties.... We are examining the issue and we will take a decision".

7.31. The Committee note that at present, the refresher training of the IPS Officers is being arranged on an ad hoc basis. The participation of officers in the training courses depends upon the release by the State Governments of officers for training and the response of the State Governments is not impressive. In view of the fact that crime detection techniques are changing very fast, it is necessary that the Police Officers should keep themselves abreast of the latest development in this field. The Committee, therefore, consider that the IPS Officers should, as a matter of course, be required to undergo refresher training courses. They, therefore, recommend that Government should work out a scheme of refresher courses of training which all the I.P.S. Officers may be required to undergo at specified stages of their career. To make the Refresher Courses really useful, it is necessary that the contents and duration of the

courses are carefully worked out after taking into account the requirements of the Service. The Committee feel that refresher courses should lay greater stress on the development of management abilities, mass communication techniques, intelligence work with special reference to counter insurgency and detection of cases of corruption and economic offences etc.

7.32. The Committee further suggest that with a view to ensure that all officers attend these Refresher Courses, the successful completion of these courses may be made an essential qualification for further promotion.

7.33. The Committee would also like Government to ensure that officers deputed for Refresher Training, take their training seriously and actively participate in the training programme. For this purpose it is necessary that a system of objective assessment and evaluation of the extent of assimilation of training by each trainee is introduced.

7.34. The Committee consider the introduction of compulsory Refresher Courses very necessary. They, therefore, stress that adequate funds should be provided for starting and running these courses at an early date.

Deputation for training abroad

7.35. Besides the above training courses available in India, Indian Police Service Officers are also sent abroad for attending specialised courses. They are deputed either under the Technical Assistance Programme or at Government of India expense. Some of the subjects studied by officers sent for foreign training are indicated below:—

1. Overseas Police Officers General Course at Hendon (U.K.).
2. Criminal Investigation Course (U.K.).
3. Special Course in General Police Duties, Wake field (U.K.).
4. Photography (U.K.).
5. Finger Print Course (U.K.).
6. Equitation Course (U.K.).
7. Forensic Science (U.K.).
8. Detective Training (U.K.).
9. Dactyloscopy and Handwriting (U.K.).
10. ~~Police~~ Administration Course (Australia).

11. Traffic Engineering & Highway Safety (U.K.).
12. Prevention of Crime and Treatment of Offenders (Japan).
13. Administration of Criminal Justice (Japan).
14. Traffic Police Administration (Japan).
15. Planning, Research for Crime Prevention (Japan).
16. Roles and functions of Police in changing Society (Japan).
17. Study Tours (U.S.A.).

7.36. During evidence, the representative of the Ministry of Home Affairs informed the Committee that during the last five years as many as 31 police officers were sent abroad to attend "courses relating to their work in police administration". The year-wise break-up was indicated as 1970—8; 1971—2; 1972—12; 1973—4; 1974—5.

7.37. It was pointed out to the witness that in modern times it was necessary for our officers to keep abreast with the improvements in the techniques of criminal detection taking place abroad and that foreign expertise in that field could be of immense use to us. In this context, the witness was asked as to why more police officers were not being sent abroad for training in subject like forensic Science not being sent abroad for training in subject like Forensic Science and other scientific aids in crime detection work. The representative of the Ministry of Home Affairs replied that the main idea for sending officers abroad was "to gain more experience or expertise which is not readily available in the country". Keeping this in view, he said:

"We have chosen four or five fields where this sort of training will be useful for the country and we have been selecting... about four or five officers annually for these fields. It all depends on whether for the future the need for more training is felt or not. But, as at present, we feel that these four or five fields in which these persons are being sent are sufficient for purposes of our needs."

7.38. The Committee recommend that the Ministry of Home Affairs should draw up a regular programme of training of police officers abroad in forward looking courses of relevance to Indian conditions and in fields where training facilities do not exist, or are inadequate, in this country. After training from abroad, the police officers should be required to spend a spell of time at the National Police Academy where their newly acquired knowledge and experience should be utilised for training of other officers.

CHAPTER VIII

TRAINING OF INDIAN FOREST SERVICE OFFICERS

Organisation in the Ministry to look after Training of IFS Officers

8.1. There is a Training Division in the Department of Personnel and Administrative Reforms headed by a Joint Secretary which is fully responsible and involved in the training programmes for the IAS probationers/officers. In pursuance of the recommendations of the Committee on Police Training (Gore Committee), a Directorate of Training was set up in November, 1971, in the Ministry of Home Affairs, under the charge of an officer of the rank of Inspector General of Police which evaluates existing police training programmes and assesses the future needs of police training. The Ministry of Agriculture were asked whether they also had a similar separate unit responsible for the training programmes for the Indian Forest Service Officers. In reply, they have stated that although there is no separate unit in the Ministry of Agriculture responsible for the training programmes for the Indian Forest Service probationers/officers, in the formulation of education policy the Ministry of Agriculture are guided by the Panel on Forestry Education and the Inspector General of Forests who is the Chairman of the Panel on Forestry Education, coordinates the recommendations of the Panel.

Panel on Forestry Education

8.2. There is a Panel on Forestry Education with the functions of an Advisory Council for the Institute. This Panel has 9 members, including three Chief Conservators of Forest and one Vice-Chancellor of a University. Its deliberations are presided over by the Inspector General of Forests who is *ex-officio* Additional Secretary in the Department of Agriculture. On enquiry, it was stated by the Ministry of Agriculture that the last meeting of the Panel was held in 1971 when the revised syllabus for the Indian Forest Service was approved. No meeting of the Panel has been held since then as the question of its reconstitution was under consideration.

8.3. It is stated that the Government have decided to reconstitute the Panel on Forestry Education. The new Panel would be broad-based to include representatives of many disciplines. It will have a membership of 16 instead of 9 as at present. The functions of the

new Panel shall *inter alia* include assisting the Central Board of Forestry in reviewing and revising, if necessary, periodically the syllabi of the Indian Forest College. The term of office of the members would ordinarily be for a period of three years.

8.4. The Ministry of Agriculture have maintained that in the formulation of educational policy they are guided by the Panel on Forestry Education. The Committee are surprised to learn that the Panel has not met since 1971 and consequently the Ministry of Agriculture have had no expert guidance on the subject during the last five years. The reason given for the Panel having had no meeting since 1971 is that "the question of re-constitution was under consideration". The Committee deprecate the casual manner in which the matter has been handled by the Ministry of Agriculture. They desire that the Panel should be reconstituted immediately and it should meet at least once in six months and keep a close watch not only on the state of forestry education in the country but also on the proper functioning of the Forest Research Institutes and Colleges which is the only institution of its type in the country, catering to the needs of the Indian Forest Service and foreign students in the field of Forestry.

Professional Training of IFS Probationers

8.5. As soon as they are appointed to the Indian Forest Service on the results of the Indian Forest Service Examination held annually by the Union Public Service Commission, the Indian Forest Service probationers are sent to the Forest Research Institute and Colleges at Dehra Dun in the first week of March every year for intensive professional training in the field of forest practices. The course, which is of two years' duration, is held at the Indian Forest College, Dehra Dun.

Content and syllabus of the Course

8.6 The course in general comprises the following subjects:

- (1) Central Silviculture including Silviculture of Indian trees.
- (2) Silvicultural System.
- (3) Forest Management.
- (4) Forest Mensuration & Statistics.
- (5) Forest Finance and Forest Economics.
- (6) Land Management and Soil Conservation.
- (7) Forest Soils and Geology.
- (8) Forest Botany including Ecology and Genetics.
- (9) Forest Survey.
- (10) Forest Engineering.
- (11) Forest Pathology.

- (12) Forest Entomology. . .
- (13) Forest Utilisation including seasoning preservation of forest industries etc.
- (14) Forest Policy and Administration.
- (15) Wild life Management & Recreation.

As the probationers generally come from an urban background, they are first taught to appreciate the conditions in forests and the role of forests vis-a-vis rural and tribal communities. About half the period in the Institute is spent on tours to various forests in the country in addition to weekened excursions to near-by forests when the classes are in residence at Dehra Dun.

8.7. For the first batch of direct recruits to the Indian Forest Service, the contents of the training programme at the Institute was the same as the one for the Diploma in Forestry given to the State Forest Service officers before the constitution of the Indian Forest Service. The necessity to revise the syllabus was felt so as to modify and update the course to suit the present day training requirements for Forest Officers. The revision of syllabus was taken up at the Institute and it was finally approved by the Panel on Forestry Education in 1971. As a result of this review, three new subjects, viz. (1) Forest Economics, (2) Environmental Conservation and (3) World Forestry were introduced. In addition, one of the following elective subjects was also added:

- 1. Genetics and Tree Improvement, or
- 2. Forest Ecology, or
- 3. Forest Statistics.

The syllabus of the course giving the broad outlines in an abridged form is given in Appendix II.

8.8. In addition to the main course on forestry, the probationers are trained in the following subjects also:

- (i) First Aid, conducted by the St. John's ambulance.
- (ii) Weapon Training } Training imparted at the Indian Military Academy
- (iii) Riding } Dehra Dun.
- (iv) Swimming }
- (v) Regional Languages } Preliminary coaching is done at the Institute and final
- (vi) Hindi } rounding off of the whole course is done at the Lal
- } Bahadur Shastri National Academy of Administration, Mussorie.
- (vii) Use and Maintenance of mechanised equipment by the Mechanical Engineering Section. Imparted at the Forest Research Institute, Dehra Dun.

8.9. During informal discussions with the Indian Forest Service probationers at the Institute, it was represented to the Committee that the duration of professional training (including one-year on-the-job training) in the case of Indian Forest Service probationers was too long, being three years against two years for Indian Administrative Service/Indian Police Service probationers. It was also represented that the professional training course was too heavy so much so that the probationers had hardly any time for other pursuits. This, according to probationers, contributed to the general unattractiveness of the Indian Forest Service. It was suggested that the period of professional training (including on-the-job training) should be compressed and reduced to two years. It was also suggested that the sandwich pattern of training, in which the field training was sandwiched between two spells of institutional training, should be introduced for the Indian Forest Service probationers also on the lines of professional training of the Indian Administrative Service probationers.

8.10. Another representation made to the Committee by the students was that after the successful conclusion of the two-years course at the Indian Forest College, the Indian Forest Service probationers and foreign students were awarded only a Diploma in Forestry though the course was very comprehensive and of Degree standard. The quality of course had been commanded even by the National Commission on Agriculture in their Interim Report on Forest Research and Education submitted in March, 1974. The difference was felt more by the foreign students who said that they were, in their own countries, classed as inferior to degree holders from other countries where the course covered was comparatively much less. It was suggested that the course at the college should lead to the award of a Degree in Forestry.

8.11. It was stated that about half of the period of two years spent by the Indian Forest Service probationers at the Indian Forest College was spent "on tours to various forests in the country in addition to week end excursions". A point was raised during evidence whether it was useful and desirable for the probationers to have so much tours and excursions. The representatives of the Ministry of Agriculture replied that on the subject of Forestry "tours are much more important than the lectures in the class rooms and that a part of the syllabus is taught in the field under the shade of trees." He, however, added that it was a "very good suggestion" and assured that his Ministry would "examine it and see how the tours could be reduced."

8.12. During evidence, the representative of the Ministry of Agriculture was also asked whether there was any specific subject in the training courses of Indian Forest Service Officers to imbibe in them the spirit to look after the welfare of Tribals and Adivasis who traditionally subsisted on forest products. He replied that till recently there was no arrangement for delivering lectures on the subject of tribal welfare, but the Joint Secretary incharge in the Ministry of Home Affairs for tribal development had recently been invited to deliver a few lectures on the subject of tribal welfare to the Indian Forest Service probationers. Besides, he said, from the current year, a course had been specially developed for Forest Officers at the National Institute of Community Development, Hyderabad.

8.13. The Committee note that the Indian Forest Service Probationers are required to undergo a full two-year Diploma course in Forestry at the Indian Forest College, Dehradun, followed by a one year on-the-job training in the States. This makes the professional training for the Indian Forest Service probationers much longer than that for the IAS/IPS probationers. The longer duration of professional training for the IFS probationers is stated to be one of the factors responsible for the Indian Forest Service being less attractive to potential candidates. The Committee are not sure whether the three-year professional training is indispensable for the Indian Forest Service probationers. The Committee would like Government to set up an Expert Committee to go into the matter and, in consultation with the Forest Research Institute and the State Governments, design a sandwich pattern of professional training for the Indian Forest Service probationers extending to a period which is approximately of the same duration as the period of training for other All India Services.

8.14. The Committee cannot over emphasise the importance of conservation and development of forest wealth of the country which is very necessary for maintaining ecological and environmental balance. The incessant cutting down of forests for various purposes, coupled with inadequate attention to the work of conservation and afforestation, is bound to result in disastrous consequences. The need for education and research in the technique of conservation and development of forest resources of the country and its earnest application in the field, therefore, assumes considerable importance. The Committee recommend that the syllabus for the professional training of the Indian Forest Service probationers should be reviewed by the Panel on Forestry Education in order to lay in-

creased emphasis on the utilisation of latest technique in conservation and development of forest resources and in the purposeful exploitation of forest wealth. The syllabus of the course should be reviewed at least once every five years so as to reflect the latest developments in the field of forestry.

8.15. The Committee suggest that apart from the technical aspects of forestry, training course for the IFS probationers should include a special programme of orientation of the probationers to develop in them an abiding interest in the welfare of Tribals and adivasis who traditionally subsist on forest products. Emphasis should also be placed during training on the utilisation of latest techniques in conservation and development of forest resources and in the judicious use of mechanisation for exploitation of forest wealth in the country. The Committee recommend that these aspects should be kept in view while redesigning the professional training course for IFS probationers.

8.16. The Committee understand that the two year course in Forestry at the Indian Forest College, Dehradun is very comprehensive and of a high standard. It has been represented that the course, however, leads to a Diploma and not a Degree. The award of a Diploma affects particularly the foreign students who are classed inferior to the Degree holders in Forestry from other countries where the course covered is comparatively less. The Committee consider that it should be possible for the Government to develop this old and unique institution as a Centre of excellence and learning in the field of Forestry which could attract by its qualities students from all over South-East and West Asia. The Committee recommend that the question of awarding a Degree instead of a Diploma in Forestry on the successful completion of the course at the Indian Forest College may be considered by appropriate authorities.

Foundational Course

8.17. On completion of the two years Diploma Course at the Forest Research Institute and Colleges, Dehra Dun, the Indian Forest Service Probationers move on to the Lal Bahadur Shastri National Academy of Administration, Mussoorie for the Foundational Course of 4 months duration commencing in March every year. The contents of the Foundational Course given to the Indian Forest Service probationers is the same as the one given to the probationers of the other All-India Services.

On-the-job Training

8.18. On completion of the Foundational Course, the Indian Forest Service probationers are sent for one-year on-the-job training in the States to which they have been allocated.

8.19. It has been suggested to the Committee that like the Indian Administrative Service probationers, the Indian Forest Service probationers should also be sent to the States for on-the-job Training to gain practical knowledge of the problems in the field. The Ministry of Agriculture was asked whether such a Training in the case Indian Forest Service probationers would be useful. In reply they have stated as follows:—

“We agree in principle regarding the On-The-Job training for the Indian Forest Service probationers. The matter needs detailed examination so as to decide the particular jobs on which training may be given.”

8.20. In the case of Indian Administrative Service the Department of Personnel has circulated to the State Governments an illustrative pattern of on-the-job training in the States. Similarly, the Ministry of Home Affairs have also devised a month-wise schedule for on-the-job training of Indian Police Service probationers in the States. The Committee would like the Ministry of Agriculture also to evolve, in consultation with the Forest Research Institute and the State Governments, suitable guidelines for the States in regard to the pattern of on-the-job training of Indian Forest Service probationers so as to bring about a measure of uniformity in this regard in all the States. The Ministry should also keep a watch on its implementation by the States so that a certain uniformity of approach is ensured and timely action is taken to resolve difficulties, if any.

Indian Forest Research Institute and Colleges, Dehra Dun

8.21. The organisational set up of the Indian Forest College, Dehra Dun where the training is given to the Indian Forest Service probationers is as follows:—

Inspector-General of Forests and Ex-Officio
Addl. Secretary to the Government
of India

and

President, Forest Research Institute and
Colleges

Director of Forest Education (of the
rank of Conservator of
Forests)

Dean, Indian Forest College, Dehra Dun. (college for Diploma Course for the India Forest Service Probationers)	Principal, Northern Forest Rangers College, Dehra Dun	Principal, Southern Forest Rangers College, Coimbatore	Principal, Eastern Forest Rangers College, Kurseorg
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(For the training of officers for the posts of Rangers in the
various States)

Indian Forest College, Dehra Dun

8.22. The Indian Forest Service probationers are trained at the Indian Forest College, Dehra Dun which is headed by the Dean, Indian Forest College supported by seven Lecturers, all members of the Indian Forest Service on deputation from State Cadres for a tenure of five years or more. There is at present no other permanent faculty except for the Lecturer in Engineering and Surveying and the Physical Training and Games Instructor who are not forest officers.

8.23. The Director of Forest Education, the Dean and the Lecturers are responsible for the teaching of the forestry subjects while for special subjects of Forest Biology and Forest Products, the research staff of the Institute are depended upon for conducting the course. Expertise available at Dehra Dun, outside the Forest Research Institute organisation, is also availed of.

Status of the Institute and Indian Forest College

8.24. The National Commission on Agriculture has suggested the setting up of a Council of Forest Research and Education and has also recommended that Forest Research Institute and Colleges should be declared as an Institute of National Importance. It is stated that this recommendation has been accepted by the Government and necessary action has since been initiated to frame a bill for being placed before the Parliament.

8.25. It was suggested to the Committee during their informal discussions with the President, Forest Research Institute and Colleges and other members of the faculty at Dehra Dun that the status

of the Indian Forest College, which was responsible for the training of Indian Forest Service probationers, should be upgraded and brought at par with that of the Lal Bahadur Shastri National Academy of Administration, Mussoorie so that better quality staff is attracted for the teaching and training posts.

8.26. The Committee recommend that the Government should take speedy steps to implement the recommendations of the National Commission on Agriculture already accepted by them to declare the Forest Research Institute and Colleges as an Institute of National importance.

Teaching Staff of the College

8.27. During informal discussions at the Institute, the Committee gathered an impression that all of the teaching staff on deputation from the Indian Forest Service did not inspire much confidence and respect in the probationers. It was suggested that the teaching staff should be carefully selected on the basis of their qualifications and ability for teaching. Once appointed as teachers in the College, they should take genuine interest in keeping their knowledge up-to-date.

8.28. It was also suggested during discussion that if possible, officers from the Indian Forest Service found suitable for teaching assignments should be seconded to the College on a regular and permanent basis without effecting their chances of promotion in the Service.

8.29. The Committee note that the teaching staff of the Academy is mostly on deputation from the Indian Forest Service. The Committee feel that the service conditions and facilities attached to posts in the Academy should be such as to attract to the Academy qualified and able public servants. Further, the teaching staff of the Academy should not have the feeling that their promotion prospects under Government would be adversely affected if they continue to remain in the Academy and their interests should be fully protected during their attachment to the college. In fact, a spell at the Academy should be reckoned as a special qualification for promotion to higher ranks and for nomination to advanced training courses in forestry. The Committee also suggest the introduction in the Academy of a system of proforma promotion so that an officer serving the Academy could be retained in the Academy for a length of time, without affecting his chances of promotion under Government in the normal course.

Problems and difficulties faced by the Indian Forest College, Dehra Dun

8.30. The Estimates Committee visited the Forest Research Institute and Colleges, Dehra Dun during December, 1975 and held informal discussions with the President of the Institute, the Dean and other members of the Faculty of the Indian Forest College and the Indian Forest Service probationers currently undergoing training at the college. During these discussions, certain problems faced by the College were brought to the notice of the Committee and suggestions were made to overcome them. These were as follows:—

Shortage of Accommodation

With the increase in the annual intake of Indian Forest Service probationers and foreign trainees, the existing hostel accommodation and lecture rooms have become inadequate. Residential Accommodation for teaching staff is also very limited and the staff has to wait for considerable time to get Government accommodation.

Equipment Allowance for Probationers

The probationers face the difficulty of equipping themselves with necessary articles and clothing for want of an equipment allowance. It was stated that the matter was under consideration of Government.

Tour and Visits

The Indian Forest College has no vehicle for local and short distance tours of probationers. Difficulty was also being experienced with regard to T.E. expenses. Tours of probationers have therefore to be curtailed. This adversely affects the training programme.

Deputation for longer periods

The teaching staff of the Indian Forest College is almost entirely on deputation from Indian Forest Service. Rules should be amended to enable the college to retain the services of deputationists for longer periods.

Library facilities of the college

The library facilities for the Indian Forest Service probationers and foreign students undergoing the diploma courses

in Forestry were inadequate. Latest books on the subjects of study should be added and other facilities improved.

8.31. The Committee feel that the Indian Forest College which caters to the needs of the Indian Forest Service and also of foreign students in the field of Forestry, should have adequate accommodation like, hostels, lecture-rooms and other ancillary facilities. It should also have adequate Library facilities and necessary transport for use during local and short distance tours of the probationers and other students. The Committee recommend that Government should release adequate funds for providing the necessary facilities to the College.

Refresher Courses: Existing Position

8.32. It is stated that so far no refresher or orientation course has been prescribed for the officers of the Indian Forest Service. Nor any such course is being conducted by the Forest Research Institute and Colleges, Dehra Dun. However, certain specialised courses on various aspects of forestry are being conducted which are open to officers of the Indian Forest Service also. These are:—

1. Wild Life Education Course held annually by the Forest Research Institute and Colleges, Dehra Dun.

Duration: 10½ months.

2. Course on 'Planning and Efficiency held by Logging Training Centre, Dehra Dun.

Duration: 11 weeks

3. Course on 'Basic and Advanced Methods of Aerial Photo-Interpretation and Mapping' run by Indian Photo-Interpretation Institute, Dehra Dun.

4. Course on Soil Conservation and Allied subjects' run by Central Soil Conservation, Research and Training Institute, Dehra Dun.

Courses and Seminars

8.33. It is stated that some of the States depute Indian Forest Service Officers for seminars and courses organised by the Indian Institute of Public Administration at New Delhi although no seminar or course is run by the Institute specifically for the Indian Forest Service Officers.

8.34. It is further stated that it is proposed that the Indian Forest Service probationers, particularly those allocated to a State where tribal population is quite significant in the forest, may undergo a short course of two weeks' duration at the National Institute of Community Development at Hyderabad on Tribal Life and Culture after completing their Foundational Course at Mussoorie.

Refresher Courses on Regular basis

2.35. Government were asked whether they did not consider it useful for the Indian Forest Service officers to undergo specially designed refresher courses at certain stages of their career. Admitting that they "consider refresher courses suiting the requirement of service at specific stages as useful for the Indian Forest Service officers", Government have stated that "due to constraint of resources, it has not been possible to design these specific refresher courses on managerial and administrative aspects." However, certain special courses have been proposed, the details of which are given below:—

Genetic & Tree Breeding	. 3 weeks
Silvicultural Research . . . . .	. 3 weeks
Forest Statistics . . . . .	. 3 weeks
Forest Ecology & Plant Physiology . . . . .	. 3 weeks
Inventory & Yield Estimation	. 3 weeks
Documentation & Ledger filling . . . . .	. 1½ weeks
Tapping of Gums and Ole resins	1 week

8.36. During evidence, the representatives of the Ministry of Agriculture, admitting that the need for refresher training "has been felt because the technological developments in the field of forestry were taking place very fast", stated that circulars had been sent to State Governments to nominate their officers for these specialised courses. He added:—

"If we have the freedom, we would make it compulsory that no forest officer should be taken for afforestation work unless he receives training in tree breeding. But unfortunately, the response from the State Governments is tardy."

8.37. Government have stated that the whole matter will be placed before the Panel on Forestry Education to decide about the periodicity, duration and syllabus of refresher courses.

8.38. The representative of the Ministry of Agriculture admitted before the Committee the need for refresher training on account of "fast technological developments" in the field of Forestry but it has not so far been possible to design such courses and make it obligatory upon the Indian Forest Service officers to undergo such courses at specified stages in their career. The Committee recommend that Government may work out a scheme of Refresher Courses of training which all the Indian Forest Service officers may be required to undergo at specified stages of their career. It is necessary that the contents of the Refresher Courses are worked out with great care, taking into account the job requirements. It should also be ensured that the duration of these courses is long enough to enable the trainees to derive full benefit of the course.

8.39. The Committee further suggest that with a view to ensure that all officers attend these Refresher Courses, the successful completion of these courses may be made an essential qualification for further promotion.

8.40. The Committee would also like Government to ensure that officers deputed for Refresher Training, take their training seriously and actively participate in the training programme. For this purpose it is necessary that a system of objective assessment and evaluation of the extent of assimilation of training by each trainee is introduced.

8.41. The Committee consider the introduction of compulsory Refresher Courses very necessary. They, therefore, stress that adequate funds should be provided for starting and running these courses at an early date.

Training of I.F.S. officers abroad

8.42. It is stated that under the various technical assistance programmes Indian Forest Service Officers are deputed abroad for undergoing specialised training in specific fields of interests of the State deputing the officer for the training. In addition, Indian Forest Service officers avail themselves of the scholarships offered by the various countries, through the Ministry of Education, in advanced training in specific fields of forestry.

8.43. During evidence, a point was raised regarding the need for sending officers abroad for training and the proper utilisation of those who came back to India after training. The representative of the Ministry of Agriculture in this connection stated that the officers had to be sent abroad on training in fields where facilities for training did not exist in the country. According to him, "the

number of officers sent for training abroad during the last few years were: 1970—26, 1971—21, 1972—16, 1973—15. As regards utilisation of the training and expertise acquired by these officers, he said:—

“When these officers are sent abroad, an undertaking is taken from the State Governments, who is the deputing authority, to the effect that on return these officers will be detailed in their fields of specialisation. Though no evaluation has been done, the general impression we have got at the centre is that as a result of this training, the scientific application in these fields is improving.”

As an illustration, he pointed out that as a result of training in Australia, man-made forests were substantially extended by large scale plantation of eucalyptus trees. When it was pointed out to him that the eucalyptus forests had become disease ridden in some parts of the country, he admitted the fact but said that the disease is now been controlled by the experts of the Forest Research Institute, Dehra Dun.

8.44. The Committee recommend that the Ministry of Agriculture should draw up a regular programme of training of Forest Officers abroad in forward looking courses of relevance to Indian conditions and in fields where training facilities do not exist, or are inadequate, in this country. After training from abroad, the forest officers should be required to spend a spell of time at the Indian Forest College where their newly acquired knowledge and experience should be utilised for training of other officers and students.

NEW DELHI;
February 3, 1976
Magha 14, 1897 (S)

R. K. SINHA,
Chairman,
Estimates Committee.

APPENDIX I

(Vide Paras 2.13 & 3.8)

Extract from the Rules for the combined competitive examination held by the U.P.S.C. for IAS/IPS and certain Central Services Class I & II [Vide Section II (b) & (c) of Appendix II].

(b) Optional Subjects [Vide Sub-Section A (ii) of Section I above]:—

Candidates for Services/posts under category II (of Rules I and 4) may offer any two, and for all other Services any three of the following subjects:—

S. No.	Subject	Code No.	Maximum Marks
1	Pure Mathematics	01	200
2	Applied Mathematics	02	200
3	Statistics	03	200
4	Physics	04	200
5	Chemistry	05	200
6	Botany	06	200
7	Zoology	07	200
8	Geology	08	200
9	Geography	09	200
10	English Literature	10	200
11	One of the following:		
	(i) Assamese	11	200
	(ii) Bengali	12	200
	(iii) Gujarati	13	200
	(iv) Hindi	14	200
	(v) Kannada	15	200
	(v) Kashmiri	16	200

S. No.	Subjects	Code No.	Maximum marks
	(vii) Malayalam	17	200
	(viii) Marathi	18	200
	(ix) Oriya	19	200
	(x) Punjabi	20	200
	(xi) (a) Sindhi-Devanagari	21	200
	(b) Sindhi-Arabic	22	200
	(xii) Tamil	23	200
	(xiii) Telugu	24	200
	(xiv) Urdu	25	200
12	One of the following:		
	(i) Arabic	26	200
	(ii) Chinese	27	200
	(iii) French	28	200
	(iv) German	29	200
	(v) Pali	30	200
	(vi) Persian	31	200
	(vii) Russian	32	200
	(viii) Sanskrit	33	200
13	Indian History	34	200
14	British History	35	200
15	European History	36	200
16	World History	37	200
17	General Economics	38	200
18	Political Science	39	200
19	Philosophy	40	200
20	Psychology	41	200
21	Law-I	42	200
22	Law-II	43	200
23	Law-III	44	200
24	Applied Mechanics	45	200
25	Sociology	46	200

Provided that the following restrictions shall apply to particular optional subjects:—

- (i) Of the subjects with codes 01, 02, and 03 not more than two can be offered for any category of Services/posts.
- (ii) Candidates for Services/posts other than the Indian Foreign Service may not offer more than one of the languages with codes 26 to 33 mentioned above. For the Indian Foreign Service only, candidates are allowed to offer any two of these languages but no candidate shall be allowed to offer both Pali (code 30) and Sanskrit (code 33).
- (iii) Of the History subjects with codes 34, 35, 36 and 37 not more than two can be offered for any category of Services/posts but no candidate shall be allowed to offer both European History (Code 36) and World History (Code 37).
- (iv) Of the subjects with codes 40 and 41, not more than one can be offered for any category of Services/posts.
- (v) Of the Law subjects with codes 42, 43 and 44, not more than two can be offered for any category of Services/posts.
- (vi) Subject with code 45 must not be offered for the Services/posts under Category II.

Note:—The syllabi of the subjects mentioned above are given in Part B of the Schedule to this Appendix.

(c) Additional subjects [*vide* sub-Section A(iii) of Section I above].

Candidates competing for the Indian Administrative Service/ Indian Foreign Service (Category I), must also select any two of the following subjects:—

S. No.	Subject	Code No.	Maximum Marks
1	(a) Higher Pure Mathematics OR (b) Higher Applied Mathematics	50	200
2	Higher Physics	52	200
3	Higher Chemistry	53	200
4	Higher Botany	54	200

S. No.	Subject	Code No.	Maximum Marks
5	Higher Zoology	55	200
6	Higher Geology	56	200
7	Higher Geography	57	200
8	English Literature (1798-1935)	58	200
9	(a) Indian History I (From Chandragupta Murya to Harsha)	59	200
	OR		
	(b) Indian History II (The Great Mughals) 1526-1707)	60	200
	OR		
	(c) Indian History III (From 1772 to 1950)	61	200
	OR		
	(d) British Constitutional History (From 1603 to 1950)	62	200
	OR		
	(e) European History (From 1871 to 1945)	63	200
10	(a) Advanced Economics	64	200
	OR		
	(b) Advanced Indian Economics	65	200
11	(a) Political Theory from Hobbes to the present day	66	200
	OR		
	(b) Political Organisation and Public Administration	67	200
	OR		
	(c) International Relations	68	200
12	(a) Advanced Metaphysics including Epistemology	69	200
	OR		
	(b) Advanced Psychology including Experimental Psychology	70	200
13	(a) Constitutional Law of India	71	200
	OR		
	(b) Jurisprudence	72	200
14	(a) Medieval Civilisation as reflected in Arabic Literature (570 A.D.—1650 A.D.)	73	200
	OR		
	(b) Medieval Civilisation as reflected in Persian Literature (577 A.D.—1650 A.D.)	74	200
	OR		
	(c) Ancient Indian Civilisation and Philosophy	75	200
15	Anthropology	76	200
16	Advanced Sociology	77	200

Provided that the following restrictions shall apply to particular additional subjects.

(1) No candidate shall be allowed to offer both Indian History I (code 59) and Ancient Indian Civilisation and Philosophy (code 75).

(2) No candidate shall be allowed to offer both European History (code 63) and International Relations (code 68).

Note:—The Syllabi of the subjects mentioned above are given in Part C of the Schedule to this Appendix.

Extract from Rules for the competitive examination held by
U.P.S.C. for recruitment to the Indian Forest Service
[vide Section II (b) of Appendix II]

(b) Optional subjects vide Sub-Section A(ii) of Section I above:—

Subject	Code No.	Maximum Marks
Agriculture	01	200
Botany	02	200
Chemistry	03	200
Civil Engineering	04	200
Geology	05	200
Agricultural Engineering	06	200
Chemical Engineering	07	200
Mathematics	09	200
Mechanical Engineering	10	200
Physics	11	200
Zoology	13	200

Provided that the following restrictions shall apply to the above subjects:

- (i) No candidate shall be allowed to take both the subjects with codes 01 and 06;
- (ii) No candidate shall be allowed to take both the subjects with codes 03 and 07.

Note:—The standard and syllabi of the subjects mentioned above are given in Part A of the Schedule to this Appendix.

APPENDIX H

(See Paras 6.10, 6.75 & 7.4)

Syllabus of the Foundational Course

I. Public Administration

1. Essentials of Administration:

Tasks of administration, Planning, Organizing, Directing, Controlling, etc.

2. Organizational Structure of Government:

Main units of Government—forms of organization-relationship between policy making and executive agencies.

3. Bureaucracy:

Concept and Evolution of Bureaucracy. Essential characteristics of bureaucratic organization—Its role in a developing society.

4. Delegation and Decentralization:

(a) Delegation—Meaning and significance of delegation—Extent of delegation and its determinants.

(b) Decentralization—Concept and Value—Delegation and Decentralization compared—Centralization versus decentralization.

5. District and Local administration:

Rural and Urban.

6. Comparative Administration:

Comparative Developmental Administration.

7. Administrative Responsibility and Accountability:

(i) Administration and the Citizen

- (a) Social responsibility of civil servants—Handling public grievances in the organization.
- (b) Pressure groups and Representatives of people.
- (c) Institutional arrangements for redress of citizens' grievances—Concept of Ombudsman—Lokpal and Lok Ayukt.
- (d) Socio-cultural basis of human behaviour—Understanding of the Organisation as a living stream
- (e) Intra-group/Inter-group relationships.
- (f) Communication and leadership.

(ii) Administrative Accountability

- (a) Essentials and means of Administrative accountability.
- (b) Administrative Law, Delegated Legislation and Tribunals.
- (c) Judicial review of administrative action.

8. Administrative Ethics:

- (a) Integrity in Public Service.
- (b) Civil Servant's Code of Conduct.

9. Role of Civil Servants in Democracy:

Relationship of civil servants with political executive and Legislature—concept of ministerial responsibility—Doctrine of Political neutrality—Rules of Business—Role of Civil Servant in policy formulation and its execution.

10. Personnel Management:

Personnel Administration—

- (a) Recruitment—Principles, methods and techniques—manpower planning—Public Service Commission.
- (b) Position classification—placement—
- (c) Training—Objectives—types and methods—Training and career development.

(d) Performance Evaluation: Methods and techniques—concepts of merit and seniority—Performance rating and assessment reports.

(e) Welfare and staff Relations

Staff Relations (i) Staff associations—Joint Consultative Machinery—Joint Consultative Councils in India—Workers' Participation—Arbitration; (ii) Relationship with staff—Staff Welfare Administration; (iii) Labour Relations: Trade Unionism—Industrial relations—Industrial Welfare; (iv) Motivation and Morale in service.

(f) Disciplinary procedures in Government.

(g) History of various Services.

11. Human Relations in administration:

(a) Role of Social Science in Administration and principles of human behaviour.

(b) Socio-cultural basis of human behaviour.

(c) Communication.

(d) Leadership.

(e) Organization behaviour and development.

(f) Principles of group dynamics and interpersonal relations.

(g) Morale, incentives and disincentives for performance.

(h) Status, role and stratification.

(i) Inter-group/Intra-group Relationships.

12. Financial Administration:

(a) Government budgeting—objectives—Budgetary procedures—Role of Ministry of Finance—Budget as an instrument of planning and control—Performance Budgeting.

(b) Role of Audit in administration—Organization and functions of the Indian Audit Department.

(c) Backward Areas—Removal of Imbalances.

13. Social Administration:

- (a) Social Factors in Development.
- (b) Social Change and Social Development—Some Theoretical Considerations.
- (c) Review of Social Policy and Legislation in India before and after Independence.
- (d) Indian Social Problems.
- (e) Social Welfare in India.
 - (1) Child Welfare.
 - (2) Women's Welfare.
 - (3) Social Defence.
 - (4) Welfare of the handicapped.
 - (5) The Role of voluntary agencies.
- (f) Social Security in India.
- (g) Scheduled Castes and Scheduled Tribes—Other Backward Classes and Areas.

14. Public and Joint Sector Undertakings—Concept of holding companies—Organization and working.

15. Techniques of Management:

- (a) Management and Administration—Public Administration and Business Administration—Organization Theory—Theory of Decision—making.
 - (1) Basic Concepts and Techniques.
 - (2) Supervision, communication and Co-ordination.
- (b) Management Techniques and administration, O & M, work Study—Operations Research—Systems Analysis—Project Analysis—PERT—CPM—Statistical Quality Control—Value Analysis—Inventory Control.

16. Office Management and Procedures:

Office organisation—Procedures—Causes of inefficiency and delays—effective management of work.

17. Impact of Science and Technology on Public Administration.

II. Law

- (1) Definition of Law and Techniques of judicial process, including principles of natural justice and theory of 'Mala fides'.
- (2) Law of Contract and Torts (General Principles).
- (3) Governmental Liability for crimes and wrongs committed by its servants.
- (4) Rights and Duties.
- (5) Crimes and Punishments.
- (6) Administration of Justice.
- (7) Proof of Facts.
- (8) Labour Laws, including Workmen's Compensation Act.
- (9) Writ jurisdiction of higher courts.

III. Political Theory and Constitution of India**A—Constitution of India**

1. Evolution and General Characteristics of the Constitution, Powers, Functions and Inter-Relations, Parliamentary Privileges. Amendments.
2. Fundamental Rights.
3. Directive Principles of State Policy.
4. Union Executive—Legislature and Judiciary: Organization, Powers, Functions and Inter-Relations, Parliamentary Privileges.
5. State Executive, Legislature and Judiciary.
6. Centre-State Relations.
7. Services under the Union and the States: Right of Civil Servants under the Constitution—Public Service Commission.
8. Concurrent, State and Union Lists.
9. Comptroller and Auditor General of India.
10. General Elections.

B—Basic Political Concepts

1. The State and the Individual—Rights and Obligations.
2. Sovereignty, Power and Authority—Separation of Powers.
3. Law, Liberty and Equality.
4. Modern Political Ideologies.
5. Democratic Socialism.
6. Forms of Governments and their Impact on nature of Administration.
7. India's Foreign Policy—Basic principles and factors affecting its formulation.

IV. Planning & Economic Policy

1. Basic Economic Concepts.
2. National Income:

Concepts; domestic product, national product and national income-gross and net, at market prices and factor costs. Methods of estimation. National income estimation in India.
3. Economic Development:

Meaning of economic development; characteristics of under-developed countries and obstacles to economic development. Main features of the Indian economy. Capital formation and other requirements of economic development.

Balanced versus unbalanced growth.
4. Economic Planning in under-developed and developing countries. Difficulties of the free market system. The role of the State, Economic System. Planning under socialism, free enterprise and mixed economy. The forms and techniques of planning—the use of the market mechanism, controls and collectivist methods. Centre-State Relations—economic aspects.
5. The Indian Plans:
 - (a) Objectives.

(b) Outline and the strategy of the Plans—size, Priorities and choice of techniques, Machinery of Planning, Project Selection and Evaluation.

(c) The Fourth Plan. Salient Features.

Approach to Fifth Plan.

(d) Financial resources. Internal resources of the Central and State Governments. Taxes, borrowings and surpluses from public enterprises. Deficit financing.

External resources.

(e) Critical assessment of the Plans and their achievements and shortfalls.

6. Instruments of Economic Development:

(a) Monetary Policy:

Banks and creation of credit. Central Bank and credit control. The Indian Monetary System. Monetary policy in an under developed economy with special reference to India.

(b) Fiscal Policy:

Role of Public finance. Taxation, expenditure and borrowing. Objectives of fiscal policy. Indian Budgetary Policy.

(c) Price Policy:

Nature and control of inflation and deflation in under developed economies. Objectives of price policy. Price behaviour, Price Control and Price Policy in India.

(d) Industrial Policy, Agricultural/Food, Labour/Population Policy.

7. Some selected topics of contemporary importance such as Nationalization—Its concepts; National Commission on Agriculture; Agricultural Prices Commission; Monopolies and Restrictive Trade Practices Commission, etc.

V. Indian History and Culture

1. Outline of the Political History of India: 6th Century B.C. to 1947.
2. The Harappa Culture and the Proto-History of the Sub-continent (upto app.: 6th Century B.C.)
3. Social and Economic History:
 - (a) Upto 13th Century A.D.
 - (b) from 13th century A.D. to 18th century A.D.
4. Administrative Institutions:
 - (a) Mughal Period
 - (b) British Period
5. Cultural History:
 - (a) Evolution of Religion.
 - (b) Literature and the Arts.
6. The Rise and Development of Colonialism and Imperialism in India:
 - (a) upto 1857
 - (b) from 1857
7. The Freedom Movement:
 - (a) upto 1920
 - (b) 1920—1947
 - (c) Post—1947

VI. Hindi

SYLLABUS OF THE I.A.S. PROFESSIONAL COURSE

I—General Administrative Knowledge

1. Evolution of the District Administration in India.
2. Organisation and Structure of the District Administration.
 - (a) Concepts of Area, Authority and Delegation—Role of Collector.

- (b) Structure and Working of the District Office—Sub Divisional Office—Tehsil Office and Functionaries below.
 - (c) Treasury—Main Provisions of Financial Rules.
3. Land Revenue Administration:
- (a) Survey and Settlement Operations—Land Records.
 - (b) Land Revenue—History—Principles and Systems.
 - (c) Administration of Land Laws—Maintenance of Land Records—Collection of Land Revenue—Public Demands Recovery Act—Role of Revenue Officials and Panchayats—Supervision and Control.
4. Land Reforms:
- Reforms—Ceilings—Abolition of Intermediaries—Tenancy—Allotment of surplus and Government Land—Consolidation of Holdings—A Critical Evaluation.
5. Land Acquisition:
- Principles and Procedures—Determination of Compensation—Rehabilitation of Affected Persons.
6. Rural Credit:
- Need—kinds and sources—Administrative Problems—Assessment;
7. Cooperatives;
- Principles and Types—Organisational and Administrative Problems—Appraisal and Prospects.
8. Community Development:
- Concepts—Organisational Pattern and Implementation of the Programme—Problems—Promise and Performance.
9. Panchayati Raj:
- History and Philosophy—Panchayati Raj Institutions at village, Block and District Levels—Relationships—Resources and Functions—Relations between Officials and Non-officials—Supervision and Control—Role of the Collector—Problems and Prospects of Panchayati Raj.

10. Municipal Administration:

Evolution—Organisation—Functions—Sources of Revenue—
Relationships between Deliberative and Executive Wings—
Control and Supervision—Urban Development and Rela-
tionship with Panchayati Raj Institutions—and Assess-
ment.

11. Food and Civil Supplies:

Administrative Aspects of Procurement and Distribution.

12. Maintenance of Law and Order:

- (a) Police Organisation in the District Magistracy and the Police.
- (b) Jail Administration.
- (c) Causes of Breaches of Peace—Crowd, Group and Mob Behaviour—New Dimensions of the Problem.
- (d) Legal Provisions for dealing with Breaches of Peace and Civil Disturbances—Preventive Measures and Use of Force and Follow-up Action.
- (e) Responsibilities of the Magistrate.
- (f) Military Aid to Civil Power.
- (g) Inquiries and Commissions.

13. Defence Organisation:

Organisational Pattern and Role of the Services—Role of District Authorities in Rehabilitation and Welfare of ex-servicemen and families of service personnel.

14. Administration of the Arms and Explosive Acts:

Main Provisions of the Acts and Rules—Sanctioning and Renewal of Licences—Inspections.

15. Elections:

Constitutional Provisions—Election Law—Election Machinery—the Processes and Procedures—Role of District Authorities.

16. Natural Calamities:

Nature and Types—Preventive Measures and Standing Arrangements—Rescue Relief and Rehabilitation—Operations—Role of District Authorities.

17. Administrative Operations—Mechanics:

- (a) Office Supervision.
- (b) Handling of Court Work.
- (c) Inspections.
- (d) Touring.
- (e) Purchase and Disposal Procedures.
- (f) Committee Work—Staff Meetings and Conferences.

18. Coordination in District Administration:

- (a) Relationship with other Departmental Offices in the District—Collector as Coordinator.
- (b) Leadership Role in District Administration.

19. Public Relations in the District.

20. Social Administration at District Level:

Problems, programmes and Institutions—Welfare Services for Scheduled Castes and Scheduled Tribes—Constitutional and Legal Provisions—Correctional Services—Role of the Collector.

21. Regional and State Level Administration:

- (a) Commissioner and Board of Revenue.
- (b) Organisation and Role of the Secretariat.
- (c) Organisation and Activities of some important Departments.
- (d) Field and Headquarters Relationship.

22. Public Sector Undertakings:

Administrative Problems—Project Scheduling—Financial—Personnel and Materials Management—Management Problems of a Running Industrial/Commercial Unit—Government Control of Public Sector Undertakings—Public Accountability.

23. Administrative Reforms in India—Historical Survey and Assessment.

24. Press and the Administration.

II. *Basic Economic Principles and Five Year Plans*

1. Planning in India:

- (a) The long-term prospective of development in India. Perspective Planning.
- (b) The process of Plan formulation at the Central and State Levels. District Planning.
- (c) Regional Planning. Balanced Development—Centre-State Relations—the role of the Planning Commission and Finance Commission.

2. Population:

Trends in population growth and problems of population control in India.

3. Agricultural Production:

Basic feature of Indian agriculture. Trends in Agricultural production. Measures taken under the Plans for agricultural development and their assessment—agricultural extension, finance, supply and distribution of other inputs—provision and utilisation of irrigation.

4. Food Problem:

Objectives and evolution of Food policy over the period of the Plans—Procurement, imports, price control and distribution.

5. Industries:

Industrial policy of the Government of India. Industrial Development in the public and private sectors. Problems of public sector enterprises. Regulations of the private sector. Small and Cottage Industries. Role of Industrial Financial Institutions.

6. Economic Overheads:

Development of transport, power and multipurpose projects under the plans.

7. Social Services:

Social Services as investments in man—Social Services and the Plans—Education—Health and Family Planning—Housing.

8. Foreign Exchange and Foreign Trade:

Balance of payments—disequilibrium and measures for its correction. Balance of payments position in India. Measures for export promotion and import substitution. Role of international financial institutions.

9. Deficit Financing:

Deficit financing and price stability. Role of deficit financing in planning.

10. Employment:

The nature of the unemployment problem in India. Employment policy in the plans. Achievements and prospects.

11. Statistics as an aid to Administration:

(a) Some basic concepts and tools: Survey Methods—sampling and collection of data; average; index numbers.

(b) Main sources of statistical data in India.

12. Selected topics of Current Importance:

The Syllabus for I.A.S. training course is a continuation of the Syllabus for Foundational Course.

III. *Basic Political Concepts and Constitution of India*

1. Emergency Provisions.

2. Union-State Relations:

Legislative, Administrative and Financial.

3. Preventive Detention in India.

4. Political Process:

(a) Politics and Administration.

(b) Political Parties, Public Opinion and Administration.

(c) Pressure Groups and administration.

5. Human nature in Politics—Voting and Voting Behaviours—Impact on Administration.

6. International Organization: Agencies and their impact on national administration:

The Syllabus for I.A.S. training course is a continuation of the Syllabus for Foundational Course.

IV. Law

The Syllabus for I.A.S. training course is a continuation of the Syllabus for Foundational Course.

The Indian Penal Code, 1860 (XLV of 1860): the Indian Evidence Act, 1872, (I of 1872); the Code of Criminal Procedure, 1898 (V of 1898) and the Code of Civil Procedure, 1908 (V of 1908).

There shall be one paper of three hours' duration divided into four parts—at least one question to be answered from each part. Each one of the parts shall cover one of the four Acts. The part covering the Code of Civil Procedure will carry 15 marks.

Probationers will be expected to appreciate the close connection among the Indian Penal Code, the Indian Evidence Act and the Code of Criminal Procedure, and to understand the combined operation of the three Acts in actual practice in the trial of cases. A copy each of the four Acts will be provided at the written examination.

V. Indian History and Culture

Administrative History of India.

NOTE: In order to develop a scientific approach to administrative problems and a spirit of innovation in dealing with problems and in seeking solutions, the IAS probationers are provided with specially designed introduction to (a) management techniques including modern aids to administration; (b) economic administration and project analysis, (c) agricultural development and project formulation, (d) use of computer techniques, (e) objectives and management of public sector undertakings.

SYLLABUS OF THE BASIC COURSE FOR I.P.S. PROBATIONERS

I. *Modern India and the Role of the Police*

1. The Political Framework.
2. The Social Framework.
3. The Economic Framework.
4. The Indian National Tradition.
5. International Relations.
6. Implications of the Changing Social Scene for the Role of the police.
7. The Role of the Sub-divisional Police Officer and the Superintendent of Police.

II. *General Administrative set-up and Police Organisation*

1. (a) The administrative structure of the Government of India, the States and the Union Territories.
 - (b) Divisional administrative set-up.
 - (c) District administrative set-up.
 - (i) General.
 - (ii) Revenue, magisterial, judicial and development.
2. (a) The Role of the Central Government in Police Work.
 - (b) Indian Armed Forces, including T.A., N.C.C. and A.C.C.
 - (c) Local Self Government Institutions—urban and rural.
3. Police Organisation.
 - (a) General.
 - (b) Organization of State Police.
 - (c) Special Units.
 - (d) Auxiliary Units.
 - (e) Law relating to Police.
4. Office Records and Procedures.

III. *Management Concepts and Techniques*

1. Organisation and Management.
2. Personnel Management.
3. Management and Productivity Techniques.

IV. *Human Behaviour and Police Attitudes*

1. Understanding Human Behaviour.
2. Understanding Critical Social Groups and Conflict Situations.
3. The Personality of a Police Officer.
4. Police—Community Relations.

V. *Law*

1. Class Work.
 - (a) Constitution of India.
 - (b) Indian Penal Code.
 - (c) Code of Criminal Procedure.
 - (d) Indian Evidence Act.
 - (e) Special Laws.
2. Self-study.
 - (a) Constitution of India.
 - (b) Indian Penal Code.
 - (c) Code of Criminal Procedure.
 - (d) Evidence Act.

VI. *Criminology*

1. An Introduction on Modern Concepts in Criminology.
2. Criminogenic Factors.
3. Deviance.
4. Penology.
5. Police as a part of the criminal justice system—inter-Organisation, Coordination & Cooperation.

VII. *Police Science*

1. Crime Prevention.

- (a) Criminals.
- (b) Crime Records.
- (c) Prevention of Crime.

2. Crime Investigation.

- (a) General.
- (b) Forensic Medicine.
- (c) Forensic Science.

3. Enforcement of Social Legislation.

4. Maintenance of Order.

5. Traffic Control.

6. Security and Foreigners.

VIII. Map Reading and Plan Drawing.

IX. First Aid and Ambulance Drill.

X. Motor Transport.

XI. Wireless Communication.

XII. Languages.

XIII. Tutorials.

I. Physical Fitness Programme Outdoor Life and Toughening.

II. Drill.

III. Weapon Training.

IV. Crowd Control.

V. Field Craft and Tactics.

VI. Equitation.

VII. Unarmed Combat.

VIII. Games.

IX. Driving.

**SYLLABUS OF THE PROFESSIONAL TRAINING OF IFS
PROBATIONERS**

TABLE OF CONTENTS

First Year

1. Silviculture I (Foundations of Silviculture).
2. Silviculture II (Practice of Silviculture).
3. Mensuration I (Measurement of characteristics of Individual Trees and Forest Inventories).
4. Mensuration II (Volume and Growth Estimations of Crops and Use of Aerial Photographs).
5. Forest Soils.
6. Geology.
7. Utilisation I (Logging).
8. Utilisation II (Forest Products other than Timber).
9. Forest Surveying.
10. Land Management and Soil Conservation.
11. Optional Elementary Mathematics
or
Optional Botany.
12. Botany I (Histology, Physiology etc.).
13. Forest Engineering I (Building Materials, Building Construction etc.).
14. Wild life Management and Recreation.
15. General Forest Protection.

Second Year

1. Silviculture IV (Silviculture of Indian Trees and Silvicultural System).
2. Forest Management.
3. Working Plan.
4. Forest Economics.

5. Forest Valuation.
6. Utilisation III (Wood Technology).
7. Forest Botany II (Systematics).
8. Forest Engineering II (Roads, Bridges, Water Supply, Timber Structures).
9. Forest Policy and Law.
10. Forest Entomology (including Zoology).
11. Mycology and Forest Pathology.
12. World Forestry.
13. Environmental Conservation.
14. Utilisation IV (Wood-based Industries).
15. Electives.
 - Elective I (Genetics & Tree Improvement)
 - or
 - Elective II (Forest Ecology)
 - or
 - Elective III (Forest Statistics).

APPENDIX III

(See Paras 6.72 & 6.141)

Letter No. 9|8|72-Trg, dated 30-10-72 from the Director (Training), Department of Personnel and Administrative Reforms, Government of India to the Chief Secretaries to all the State Governments and Union Territory Administrations.

I am directed to forward herewith a copy of the Report of the Conference on Training of I.A.S. Officers held at the Indian Institute of Public Administration, New Delhi, on the 22nd April, 1972.

2. One of the main topics discussed in the Conference was the field training of I.A.S. Probationers in the sandwich pattern of training courses. Government have already accepted Recommendations No. 33 (1) of the Administrative Reforms Commission, in their Report on 'Personnel Administration', stressing the need to evolve a common pattern of field training for the I.A.S. Probationers which may be adopted by the States with modifications suited to their local conditions. Moreover, the second phase of institutional training at Lal Bahadur Shastri National Academy of Administration can be made more meaningful if the Probationers go through a common experience during their field training, as far as possible.

3. Most of the participants in the Conference felt that it would be better to commence the training of the Probationers in the States by initially attaching them to the State Training Institutes to enable them to gain knowledge of State Laws, State Plans, State Administration, etc. They could then go to the districts and be exposed to the new programmes and agencies functioning there. They could start the attachments from the level of patwaries upward up to the level of Collector. Thereafter an attachment to an Agricultural University and a State Public Sector Undertaking may be useful. The Probationers should also be attached to the State Secretariat to gain an overall view of its functioning and then return to the State Training Institute for a short period for the final lap of the field training. An illustrative pattern of training is given at Annexure I.

4. It was recommended in the Conference that magisterial powers should be given to the probationers to enable them to do case work.

It was also felt that it may be useful to have an intensive course in regional languages for a period of about two weeks, after the probationers return from the Academy. It was agreed that there was need to have planning in the field training of the Probationers and giving them proper guidance.

5. It was felt that the training would be far more purposeful if the Probationers are attached to such collectors as have a flair for training and whose attitudes and methods of work are considered worthy of emulation. This would assist the Probationers not only in picking up their work, but also in developing a correct outlook towards their duties and work.

6. Selection of officers for the various In-service Training Courses at Lal Bahadur Shastri National Academy of Administration was also discussed in the Conference. It was pointed out that the response to the courses was not quite adequate although the calendar of programmes was sent by the Academy to the State Governments at the beginning of each year. It was recommended that the State Governments may prepare a panel of suitable I.A.S. officers of 6—10 years' seniority and 11—16 years' seniority for the courses at the Academy. The officers could then be nominated for the In-service Courses in a planned manner from this panel. Adequate participation of officers from the Scheduled Castes and Scheduled Tribes could also be encouraged.

7. A list of the main recommendations of the Conference is given at Annexure II. I am to request you kindly to take suitable action on the recommendations of the Conference. It is hoped that the implementation of these recommendations would add strength to the training programmes undertaken for I.A.S. officers.

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ANNEXURE I

Illustrative Pattern of Training

Part I

State Administrative Training Institute	4 weeks
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Part II

(a) Attachment to settlement Officer for training in land records, survey, settlement, etc.	4 weeks
(b) Block training	6 weeks
(c) Tehsil and Sub-Divisional training	6 weeks

16 weeks

Part III

(a) Attachment to Collector for training at headquarters	8 weeks
(b) Attachment to Police	1 week
(c) Attachment to Judiciary	1 week
(d) Attachment to Planning Department and other Departments like Panchayats, Cooperatives, Animal Husbandry, Fisheries, Forests, P.W.D., Irrigation, Local Bodies, etc.	6 weeks
(e) Attachment with Industries Department Study of a Small Scale Industry	1 week
(f) Assistant Collector in charge of Taluk/Tehsil	8 weeks
	25 weeks

Part IV

(a) Attachment to Agricultural University	2 weeks
(b) Study of a State Public Sector Undertaking	1 week
(c) Attachment to Secretariat	2 weeks
(d) State Administrative Institute	1 week

GRAND TOTAL

51 weeks

ANNEXURE II*List of Important Recommendations**Field Training*

(1) It would be useful to have a broadly uniform pattern of field training in the States. The probationers should initially be attached to the State Training Institutes to gain knowledge of the State laws, State Administration, State Plans, etc. They could then go to the districts and study various aspects of district administration. They could study the large number of new programmes and agencies functioning in the districts. The attachment could start from the level of Patwari upwards up to the level of Collector. Thereafter, the Probationers could be attached to an Agricultural University and a State Public Sector Undertaking. The probationers could then be attached to the State Secretariat to gain an overall view of its functioning and return to the State Training Institute for one week for the final lap of training.

(2) Efforts should be made to give magisterial powers to the Probationers to do case work. The State Governments may approach the Chief Justice of High Courts to give magisterial powers to the Probationers, where that was not being done already.

(3) Wherever it was not possible to entrust the Probationers with magisterial powers and give them actual case work, simulation models could be used.

(4) Apart from being attached to various functionaries, the Probationers should also actually hold certain jobs during their field training in the districts. Norms could be set and specific targets given to the Probationers to ensure that the assigned tasks were carried out.

(5) The Probationers should be attached to those Collectors who have a flair for training and whose attitudes and methods of work are considered worthy of emulation. Such Collectors should be selected carefully.

(6) It would be useful to have one specific officer in the State to oversee the field training of I.A.S. Probationers and give them proper guidance.

(7) During the field training, the Probationers should be taken around to see administration at the local level.

(8) During the field training, the Probationers should gain adequate knowledge of the planning process and planning techniques at the micro level.

(9) The I.A.S. Probationers may be given a further in-service course in regional languages for a period of about two weeks after they return from the Academy.

(10) It would be useful if training manuals were prepared giving details of the field training for I.A.S. Probationers. Such manuals could indicate the role of the Collectors, the Heads of Departments, the State Training Institutions and other agencies as well as what was expected of the trainees during the various attachments.

(11) It will be very useful if Administrative Training Institutions are set up in States where they do not exist.

In-service Training

(12) The State Governments may consider preparing a panel of suitable officers with 6—10 years and 11—16 years of service for the courses at the Academy. The officers could be nominated in a planned manner from this panel to the various In-service Training Courses at the Academy. Adequate participation of officers from the Scheduled Castes and Scheduled Tribes may also be encouraged.

APPENDIX IV

SUMMARY OF RECOMMENDATIONS/CONCLUSIONS CONTAINED IN THE REPORT

S. No.	Reference to Para No. of the Report	Recommendations/Conclusion
(1)	(2)	(3)
1.	1.12	The Committee regret to note that although it was decided to create All India Services in the engineering and medical and health services as far back as 1963, these Services have not so far been constituted. They note that this matter has now been taken up at the highest level to secure the willing co-operation of the States in the constitution of these All India Services. The Committee hope that the initiatives now taken, will bear fruit at an early date. The Committee would like to emphasise that the formation of these Services should be expedited and finalised within a fixed time limit to be laid down by the Government.
2	1.17	The Committee would like Government to initiate vigorous steps to resolve the problems relating to Indian Forest Service and finalise and announce the initial constitution of the Service in the next six months so as to end the present state of un-certainty and instability.
3	1.18	The Committee consider that the cadre control in respect of these three All India Services should be centralised in one Department viz. Department of Personnel and Administrative Reforms. They would however like Government to ensure that the personnel dealing with cadre

(1)	(2)	(3)
		control in the Department of Personnel and Administrative Reforms are drawn from the three All India Services so that problems of each Service are dealt with by experienced persons of that Service.
4	1.21	The Committee need hardly emphasise that timely finalisation of technical cadre review is essential as it provides a realistic basis for recruitment and career planning of this service. The Committee recommend that Department of Personnel should lay down guidelines for the States to help them in framing their proposals for cadre review and should ensure that review proposals are sent by all the State, in time.
5	1.22	The Committee recommend that the system of triennial review of cadre strength should be introduced in respect of Indian Police Service and Indian Forest Service also.
6	1.35	The Committee are concerned that the gap between the authorised strength and the number of officers in position had, by 1st January, 1975, reached the level of 20 per cent in the case of Indian Administrative Service, about 14 per cent in the Indian Police Service and 25.5 per cent in the case of Indian Forest Service. The Committee emphasise that the widening gap between the authorised strength of the All India Services and the number of officers in actual position, affects the efficiency of administration and the implementation of developmental programmes of Government. In the opinion of the Committee, this gap should not be allowed to continue from year to year. The Committee would like Government to consider what special steps could be taken to at least minimise, if not altogether make up, the cadre gaps, e.g. increase in the number to be recruited directly, special recruitment, increase in the Promotion Quota from 25 per cent to 40 per

(1)	(2)	(3)
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cent, a reduction of the State Cadres by decadr-
ing certain posts, review of the proportion of
various kinds of reserves etc.

7 1.36 The Committee note that out of 45 persons
selected for Indian Forest Service during the last
three years, 15 dropped out in midstream and
joined other Services with the result that annual
intake by direct recruitment in the Indian Forest
Service has been much smaller than the require-
ments. Regarding the problem of Indian Forest
Service probationers joining other Services, the
Secretary, Department of Personnel during his
evidence before the Committee expressed the
view that the existing Rules under which such
vacancies are carried over to the next year, could
be revised to enable the vacancies arising in a
year to be filled during the same year from the
available candidates. The Committee hope that
necessary steps in this direction would be taken
expeditiously.

8 1.37 The Committee however, feel that the problem
of Indian Forest Service probationers opting for
other Services during the course of their train-
ing, is deep-rooted and requires an inquiry into
the features of the Service which make it less
attractive than other Services. They, therefore,
recommend that Government may appoint an
Expert Committee to inquire into the qualifica-
tions required for, and procedure of recruitment,
the period of probation, the system of training
and the terms and conditions of the Indian Forest
Service *vis-a-vis* the job requirements of the
Service and to make suggestions as to how these
could be improved upon to make the Indian
Forest Service not less attractive to the potential
candidates to All India Services.

(1)	(2)	(3)
9	1.38	The Committee further suggest that similar problem in respect of Indian Police Service probationers, though on a smaller scale, may also be inquired into in depth by an Expert Committee so as to pinpoint the present shortcomings and enable Government to take expeditious remedial measures.
10	1.39	The Committee feel that there is need for stricter policy in the matter of encadrement of posts under the State Governments. They consider that, as far as possible, only such posts may be encadred which are required to be manned by officers having a background of district administration and that posts requiring specialised and expert knowledge and background may not be encadred. The Committee have already suggested that broad guidelines in this regard, may be laid down early, by the Department of Personnel for the guidance of the State Governments. They suggest that in the light of these Guidelines the State Governments may undertake a review of their cadre position and place their considered proposals before the Cadre Review Committee at an early date.
11	1.45	The Committee recommend that Government should devise a well considered system of recruitment to the higher administrative services through a limited competitive examination among civil servants belonging to the lower services in the Centre and States at an early date. The upper age limit for the examination may be 31 years and the number of chances to appear in this examination may be the same as in the case of direct entry candidates. The nature and content of this examination should take into account the civil service background and experience of the candidates.

(1)	(2)	(3)
12	1.46	The Committee would like to emphasise that successful candidates through this examination should be subjected to the same training as other probationers.
13	1.47	The Committee further suggest that in the light of experience gained, Government may consider filling a certain percentage of vacancies every year, through this examination.
14	1.48	The Committee note the observations of the Secretary, Department of Personnel that according to the latest policy being followed by Government, the highest echelons of Government are open to any one who has merit and that about 50 per cent of the highest posts in the Central Government are being manned by officers belonging to services other than the Indian Administrative Service or the Indian Civil Service. The Committee welcome this trend and hope that this policy would continue to be followed and the highest posts in the Government would be open to anyone who has merit irrespective of the service to which he belongs.
15	1.53	The Committee are concerned to note that there are imbalances in the regional representation in the higher civil services. They feel that one of the best ways of bringing a sense of participation in the nation building process to young people from all parts of the country, is to give equitable chances to them to compete and come out successful in the competitive examination for All India Services. This is primarily a problem relating to the educational standards followed in each State. But the responsibility of the Centre is also attracted as the grants for higher education are given by the University

(1)	(2)	(3)
		<p>Grants Commission. Moreover, a clear responsibility develops on the Centre to give specific encouragement to the people of backward areas to enable them to come up to the All India level. The Committee suggest that the Department of Personnel should take a lead in this behalf and have a detailed analysis made in depth, with the assistance of the U.P.S.C. and the University Grants Commission, to identify the factors which make for relative success or otherwise of candidates coming from different States/regions of the country and take suitable measures in this regard. The Committee attach great importance to this matter. They desire that a comprehensive scheme, outlining concrete measures which are being taken by Government to achieve this national objective, are furnished to the Committee within six months.</p>
16	1.54	<p>The Committee suggest that there should be at least one model Higher Secondary School in every district and one or more model Colleges in every State which may provide the necessary facilities and atmosphere for development of excellence in the students and equip them to compete successfully in the All India Services.</p>
17	1.55	<p>Another idea which the Committee would like specially to mention is the provision of coaching centres for providing special coaching facilities to candidates belongnig to Scheduled Castes and Scheduled Tribes to compete for the All India Services. The Committee understand that these centres have been able to equip the candidates to perform better in the competitive examinations. The Committee desire that such coaching centres for Scheduled Castes/Scheduled Tribes candidates should be provided at more places.</p>

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| 18 | 1.58. | The Committee further recommend that in the light of experience gained, the question of setting up additional centres for providing special coaching facilities to students coming from States which are under-represented, may be considered on a priority basis. |
| 19 | 2.4 | The Committee feel that in view of the large number of graduates passing out of Indian Universities, there is a vast scope for attracting larger number of promising students to take the examination for recruitment to the All-India Services and other Central Services. This could be done if adequate publicity is given through mass media like articles and writes-up in newspapers, radio, TV, film shorts etc., to bring out the job opportunities that the All India Services offer. The Committee suggest that Government and the U.P.S.C. should undertake production of suitable literature in this behalf and arrange for its wide circulation, about three months before the last date for submission of applications, through Universities and other leading academic institutions in the country. The Committee would further like the Members of the U.P.S.C. to pay special visits to universities/colleges, particularly those whose students are not appearing in sufficient numbers and hold meaningful discussions with the faculty members and the students so as to resolve any doubts they may have. |
| 20 | 2.5 | The Committee consider that it is of vital importance that the intending candidates are made fully aware of the quality of persons required for the higher civil services as also the crucial role that they would be required to play in formulating and implementing schemes of socio-economic development specially in rural and backward areas, land reforms, slum clearance, |
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(1)	(2)	(3)
		<p>eradication of social and economic evils like casteism, communalism, blackmarketing, hoarding etc. The Committee recommend that Government and the U.P.S.C. may suitably incorporate all these aspects in the brochures and other literature, produced by them for the information of intending candidates for these Services. The intention of the Committee is to specially encourage talented young persons who are dedicated to the cause of development of the country and have faith in people to apply in even large numbers.</p>
21	2.12	<p>The Committee would like Government to re-examine the system of calculating vacancies in the All-India Services for being filled through direct recruitment, so as to ensure that the estimates and actual requirements tally, as far as possible.</p>
22	2.25	<p>The Committee recommend that Government should take steps as necessary, to remove the disparity as between the IAS and IPS in the matter of qualifications of candidates. the scheme of the written examination, and marks for the written examination as well as for interview so as to draw into the IPS officers of a better calibre.</p>
23	2.26	<p>The Committee recommend that the minimum age limit for candidates for the IFS should also be increased from 20 to 21 years to bring it at par with that for the IAS and IPS.</p>
24	2.30	<p>Since the age limits for the examinations already impose a ceiling on the number of chances that a candidate can avail of, the Committee consider it only reasonable that any further limitation in this regard should not be unduly harsh so as to deny to the candidates</p>

(1)	(2)	(3)
		opportunities to improve the standard of their performance at the examinations.
25	2.41	The Committee would like Government to work out and strictly implement rational and equitable principles of allocation of All India Services candidates to the various States. They desire that these principles are published in the annual report of the Department for the information of all concerned.
26	2.42	The Committee note that as far as possible, 50 per cent of the vacancies in each State cadre are filled every year from out of the candidates not belonging to that State. The Committee would like to emphasise that there should be no remiss in the enforcement of these provisions and that 50 per cent of vacancies in each State cadre should be filled up from out of the candidates not belonging to that State. The Committee would like that relevant information about the posting and allocation of officers of All India Services to different States should also be published in the annual report of the Department.
27	2.43	The Committee would like Government to evolve a procedure whereby the allocations to the State cadres are known to the probationers within a month of their joining the Academy. They desire that the time taken in making allocations should also be suitably mentioned in the Annual Report of the Department.
28	3.5	The Committee consider that candidates for All India Services should <i>inter alia</i> have a basic knowledge of general science development plans, agriculture, Indian society and culture etc. They, therefore, recommend that the scheme of compulsory papers for the written part of the

(1)	(2)	(3)
		IAS etc./IFS examinations may be reviewed and suitably modified to cover these aspects.
29	3.6	The Committee further note that 'General English' is one of the compulsory papers in the All India Service examinations. They understand that medium of instruction in Schools, Colleges and Universities in a number of States has been switched over from English to Hindi and regional languages. Besides, the language of administration in most of the States where the All India Service Officers have to serve, is either Hindi or the regional language of the area concerned. There is also a general feeling that the All India Service examinations are weighted in favour of students who have a good command of the English language. The Committee would therefore like Government to review the matter and see that fair opportunities to compete in these examinations, are available to students coming from rural and backward areas and those who have studied in colleges and Universities where medium of instruction is either Hindi or the regional language.
30	3.7	The Committee expect that special coaching facilities for candidates coming from weaker sections of society or States from where the representation to the All India Services is very much less in proportion, would <i>inter alia</i> cover development of adequate standard in the candidates for scoring well in English language paper.
31	3.18	The Committee recommend that the major subjects taught to the engineering graduates should also be included among the optional subjects for the examination.
32	3.19	The Committee also desire that science subjects which have a wide-ranging scope of study

(1)	(2)	(3)
		may be split into two or more optional subjects for purposes of examination.
33	3.20	The Committee feel that management being an important function of the higher administrative services, the subjects of Modern Management including Management Accountancy etc., may also be included among the list of optional subjects.
34	3.21	The Committee need hardly point out that, as elsewhere in the world, some of the most talented and promising students are being attracted to professional courses such as engineering, agriculture, commerce etc. The Committee feel that these young persons with professional qualifications who have the ability, aptitude and the making to do well in the general papers which are compulsory, should not be placed at a disadvantage with reference to the optional subjects in the All India Services examinations. In fact, the scheme of examinations should be such that it gives an equitable chance to promising students coming from the various streams of discipline, namely, science, humanities, engineering, commerce, agriculture, accountancy, etc. The Committee would like Government to have this matter examined in depth in consultation with U.P.S.C. and inform them of the decision taken to rationalise the choice of optional subjects.
35	3.22	The Committee note that the present List of optional subjects gives a wide choice to the students of history. The Committee feel that the choice of papers on History pertaining to continents/countries or areas for the IAS etc. Examinations should be more relevant to the present day requirements and facts. The Committee therefore suggest that this aspect may be reviewed by an Expert Committee consisting

(1)	(2)	(3)
		of eminent educationists and experienced administrators and necessary action taken at an early date to rationalise these subjects and publish them for the information of the candidates.
36	3.23	The Committee would like to stress that candidates with a scientific and technical background should not feel at a disadvantage at the written examination, compared to the Arts students. They would like that the list of successful candidates should be analysed to see that students of no particular academic subject enjoy continuously a greater share in the Services and suitable measures taken to remedy the position.
37	3.24	The Committee would like Government to ascertain how the adoption of Method II in U.K. has worked in actual practice, so that the same may be taken into account while reviewing the system of written examinations for the All India Services.
38	4.16	The Committee feel that the question of introduction of a system of psychological intelligence and aptitude tests in the scheme of IAS etc./IFS examination merits re-examination by the Union Public Service Commission and the Government keeping in view the facilities therefore available in the country.
39	4.17	The Committee emphasise the need for continuous improvement in the method of interview for Personality Test at the IAS etc./IFS examination in the light of the developments taking place abroad in the methodology of interview.
40	4.18	The Committee also feel that since the interview for Personality Test is likely to involve a degree of subjective assessment, there is need for a system of formal orientation and induction of Members of the Personality Test

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Boards in the techniques of interview so as to achieve a degree of objectivity in assessment.

- 41 4.19 The Committee also recommend that the policy and planning wing of the Department of Personnel as well as the Union Public Service Commission should undertake studies and research in assessing and marking methods for personality tests and evolve systems of interview so as to objectively judge *inter alia* the attitudes and capabilities of the candidates for the job requirements of the Service concerned in the changing conditions of the country.
- 42 4.24 The Committee feel that in view of the fast changing nature of duties and responsibilities of the All India Services in a developing economy and a welfare State like ours it is necessary that the members of the Personality Test Boards for All India Services are in tune with the changing requirements and circumstances of the Services. The Committee, therefore, suggest that while constituting the Personality Test Boards the Union Public Service Commission may give due consideration to the age-structure of the Boards. It may also be ensured that about fifty per cent of the members of the Boards are persons of adequate field experience in the services and in disciplines of relevance to the tasks of All India Services. Every care may, however, be taken to ensure that selection of members of these Boards is made on merit and objective considerations.
- 43 4.26 The Committee recommend that the scheme of recruitment for Indian Police Service may also include an Endurance Test on the lines of that existing for the Indian Forest Service.
- 44 4.29 The Committee note that candidates are given the option of answering papers on Essay and
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(1)	(2)	(3)
		<p>General Knowledge in any of the languages mentioned in the Eighth Schedule of Constitution but only a small percentage of candidates have exercised their option to answer papers in Indian languages. Since the medium of education in most of the States is Hindi/regional languages, it was expected that larger number of candidates would answer the papers in Indian languages. The Committee would like Government to go into the reasons for the poor response of candidates in answering the papers to remove any apprehensions or difficulties in this regard.</p>
45	4.30	<p>The Committee consider that it would only be proper if candidates are allowed the option to answer optional papers in the language in which they have studied them. They therefore recommend that candidates should be allowed to answer papers in optional subjects which are taught in Hindi/regional languages in the Universities and colleges, in the Indian languages.</p>
46	4.33	<p>The Committee recommend that the facility of answering the papers in Hindi or any of the languages mentioned in the Eighth schedule of the Constitution may be extended to the paper in "General Knowledge" for the Indian Forest Service Examination.</p>
47	4.38	<p>The Committee note that the interviews for personality test are generally conducted in English and replies are also expected in English. The Committee have pointed out earlier that the medium of instruction in the colleges and Universities in a number of States is Hindi/Regional Languages. They feel that to enable candidates from such colleges and Universities to express themselves fully and to put in their best in the interviews, the Interview Board may give them opportunity to express themselves if necessary in Hindi/Regional Languages etc.</p>

(1)	(2)	(3)
48	4.39	The Committee have earlier stressed the need for objective assessment of the potentiality of the candidate and his suitability for the developmental task which would face him as a member of the All India Services. The Committee have, therefore, no doubt that the Interview Board would like to evaluate the knowledge and potential of the candidate rather than his mere proficiency in speaking English.
49	5.9	The Committee note that the Administrative Reforms Commission had recommended that promotion quota of State Civil Service Officers to the I.A.S./I.P.S. should be increased from 25 to 40 per cent, and that the same is under the consideration of the Government. As considerable time has already elapsed since this recommendation was made, the Committee would like Government to take an early decision in the matter.
50	5.10	The Committee consider that to make the selections to the IAS and IPS from among the State Civil Service Officers more objective, it would be desirable if the Member of the U.P.S.C. and the nominee of the Government of India on the State Selection Committee do not belong to that State or cadre. They would like that this aspect may be kept specially in view while constituting the Selection Committees.
51	5.11	The Committee are constrained to find that while in one State, State Civil Service Officers of 12 years seniority are being considered for inclusion in the Select List for Promotion to I.A.S., in another State Officers with even 27 years seniority are out of the range of consideration for promotion. The Committee would like Government to examine the entire scheme of recruitment to IAS|IPS|IFS by promotion from State Civil|Police|Forest Services so as to evolve a procedure

(1)	(2)	(3)
		of selection which ensures that by and large, equitable opportunities are available to officers of comparable seniority and age from different States for promotion to All India Services.
52	6.14	The Committee would like to point out that during the training period, particularly the initial Foundation Course, greater emphasis should be laid to orient the probationers who are drawn from different backgrounds in such a way as to inculcate in them an attitude of service to the common-man, particularly to those coming from rural areas and backward classes. The probationers should be made aware of the challenging nature of their jobs which would open for them new vistas and avenues of service to the nation. A sense of pride in planning and implementing economic development programmes to ameliorate the conditions of the poorer and weaker sections of society, as spelt out in the national 20-point programme etc., as also enforcing the laws of social justice in letter and spirit, should be instilled in them.
53	6.15	The Committee note the recent innovations made in the Foundational Course to expose the probationers to the reality of village life by prescribing visits of one week's duration to the villages for socio-economic surveys. The Committee would like that the duration of probationers' visits to the villages should be longer and during this period they should stay in the villages so as to have a practical experience of the reality of rural life. It is also important that the socio-economic surveys of the villages conducted by the probationers are specifically taken into account in assessing their performance and grading them so that the probationers take active interest in their work in the villages.
54	6.16	The Committee note that the syllabus of the Foundational Course is very wide which covers

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a number of broad headings. The duration of the course is four months. The Committee wonder whether full justice is done to the various courses of study which have been prescribed for the Foundational Course during this period of four months. They would like Government to go into this matter with a view to increase the duration of the Foundational Course so that adequate attention could be paid by the probationers to the various courses of study prescribed.

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The Committee understand that the existing accommodation and the staff available at the Academy are limited with the result that it is difficult to maintain personal touch with the individual probationers. The Committee are unable to understand how and why the urgent requirements and the need to provide adequate facilities for training of All India Services could not be fully met all these years. The Committee expect that at least now the Department would act with a sense of urgency and see that these essential requirements and needs are met before the training starts for the new recruits.

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6.24

The Committee recommend that all the aspects of the 20-point programme and the administrators' role in their implementation should be thoroughly discussed with the probationers through various methods. During these discussions, the doubts of the probationers on any aspect of the programme should be resolved and the probationers encouraged to make suggestions for speedy and effective implementation of the programme in the field. The Committee further recommend that the implementation of the 20-point national programme should be kept centrally in view during the probationers' training in the field, so that they can know at first hand the difficulties and the problems which are

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encountered and the solutions evolved in implementing the programme. The probationers should keep a record of their experiences in this regard and submit their papers for evaluation and assessment by the Academy.

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The Committee consider that the syllabus of the foundational course should specifically provide for a study of Parliamentary institutions in the country and their privileges and procedures. Moreover knowledgeable persons and experts in this field should be invited to deliver lectures on the subject to the probationers. The Committee also feel that it is necessary for the probationers to see the actual functioning of the parliamentary institutions at the Centre as well as in the States. They would, therefore, suggest that some time during their training period, the probationers may be brought to witness the proceedings of Parliament and State Legislatures so that they have an opportunity of seeing them at work and also to have an opportunity of meeting the senior officers of Parliament, particularly Secretary Generals of Lok Sabha and Rajya Sabha who have valuable experience of the functioning of the Parliamentary institutions.

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The Committee suggest that apart from the theoretical teaching of the need for agricultural development, cooperation and community development, the probationers should be exposed to the notable advances made in these fields in the various parts of the country, e.g., Haryana, Punjab, Andhra Pradesh, Gujarat etc., and the reasons therefor, so that the probationers may suitably adopt the procedures and working of these institutions in the field when posted to the districts.

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It is essential that the young probationers should understand the urgency of the population

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problem and the vital bearing it has on the development of the country. The Committee would like that both in the courses at the Academy and the training experience in the field, the probationers should understand in depth the nature of multi-faceted problems which have to be faced in the field of family planning.

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Another aspect which should receive equal attention of the probationers relates to the provision of welfare and health services for infants coming from the under-privileged and weaker sections of society. The Committee need hardly point out that if the parents in the weaker sections of the society feel reassured that their offsprings have fair chance of survival, the tendency to multiply progeny as an insurance would get reduced. Besides, concerted welfare efforts for the underprivileged can best be meaningfully commenced at the youngest age, so that they have fair chance to grow into useful and productive citizens of the country.

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The Committee suggest that the syllabus of the Foundational Course should reflect the following aspects clearly and pointedly so that the probationers are made fully aware of the pressing socio-economic problems and the need for adopting measures for their early solution:—

- (i) The sympathetic understanding of the typical problems of weaker sections of society and the urgent need for their solution by effective and speedy implementation of the various programmes undertaken to ameliorate their condition.
 - (ii) The differing problems of advanced and backward areas and the need for adopt-
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ing different strategies for their solution.

- (iii) Achievements and shortcoming of the existing system of planning and the need for effective public participation in evolving a plan for area development, formulation of various programmes for social and economic development and their effective and speedy implementation in the field.
 - (iv) The need for augmenting the revenue of the State by effecting improvement in the machinery for the collection of taxes.
 - (v) A purposeful study of the Industrial Policy Resolution, 1956.
 - (vi) A study of the role, importance and responsibility of the public sector in the economy of the country.
 - (vii) Role of the small-scale industries, specially agro-based industries, in the industrial development of the country and in providing avenues for self-employment for the educated unemployed, the need for the development of infra-structure for the development of small-scale industries and the provision of essential inputs to the neo-entrepreneurs.
 - (viii) Socio-economic problems arising out of rapid industrial development with particular reference to industrial relations, workers' participation in Management and responsibility of Management to the public.
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(ix) The problems of urbanisation such as unemployment, existence of slums, atmospheric pollution, public health etc., which generate social tensions and the need for their solution.

(x) The need for a lively consciousness of the cost component in taking decisions on administrative and general matters and to develop systems and procedures which would help the administrators to consider fully the cost aspect in taking decisions.

(xi) An awareness of the problems in the field of education so as to provide purposeful guidance for their solution.

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The Committee consider that the methodology of teaching during foundational course should lay greater emphasis on deduction of general principles from real life situations through discussions and participation in the class-rooms. Increasing use should be made of the syndicate methods of study and tutorial groups in order to develop among the students the capacity for common and co-ordinated effort in understanding and tackling the subjects chosen for study. Among the subjects chosen for syndicate study should be the life studies of great Indian personalities including freedom fighters and man of eminance in various fields. The examination during the Foundational Course should be both objective and essay type.

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The Committee learn that, except in the case of IAS/IPS Probationers, the discipline and performance shown by the Probationers undergoing the Foundational Course is not subject to any incentive/disincentive. The Director has also not been given any formal powers to enforce

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discipline over the Probationers. The Committee recommend that a system of incentives for good performance and disincentives for unsatisfactory performance during Foundational Course at the Academy as well as in the Professional Training Institutions, should be built into the schemes of recruitments for the various Services and the Director of the Academy and the heads of Professional Training Institutions should be invested with adequate powers to exercise disciplinary control over the Probationers.

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6.56

The Committee note that the Academy has since 1974 started convening a Conference of the Heads of Central Training Institutions for exchange of views on training of civil servants and that some improvements suggested by the Conference in the syllabus of the Foundational Course have been submitted to the Government in November-December, 1975. They also note that the Conference has sought to redefine the aims of the Foundational Course and in pursuance thereof made suggestions for restructuring the syllabus for studies in Public Administration, Economics and Five Year Plans and History and Culture. It has also *inter alia* suggested increasing use being made of the system of tutorial groups and syndicate method of studies. The Committee would like Government to take an early decision on these suggestions so that the next Foundational Course could be held with the revised syllabus.

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The Committee also recommend that the aforesaid Conference should be expanded to include eminent educationists and experts in Public Administration and this body should be formally charged with the responsibility of keeping the syllabus of the Foundational Course for the probationers under continuous review so as to

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effect necessary improvements and changes without loss of time.

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While the Committee consider attachments of the IAS probationers to the Army, agricultural universities, public undertakings etc. to be necessary, they are not sure whether the brief periods of attachment to these organisations are really adequate. They would like that the real utility of these brief attachments may be ascertained from the IAS probationers who have undergone this training, and the position objectively reviewed with a view to effect necessary improvements.

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6.80

The Committee consider that the training of IAS officers in public undertakings should be for a sufficiently long period so that they are able to study in detail, the various facets of their working and their relationship with the civil authorities. The Committee would like to stress that the probationers should be made fully aware of the socio-economic objectives of public undertakings which *inter alia* include encouragement and development of small scale and ancillary industries for which meaningful help is required to be given by the civil authorities. The Committee recommend that the training courses of the IAS officers both in the beginning of their career as also during refresher courses, should be so organised as to provide attachment of these officers to selected public undertakings for sufficiently long periods so as to equip them with the requisite knowledge and work experience to deal with matters relating to public undertakings. For this purpose, the help of the Bureau of Public Enterprises and other institutions which are concerned with the management in public undertakings, could be taken.

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68	6.81	<p>The Committee note that in 1974, the IAS probationers who had undergone the Foundational Course earlier as Central Service probationers, were detailed for a period of about 40 days to undertake an indepth study of the problems of Jaunsar-Dawar area which is one of the most backward regions of Uttar Pradesh. Besides the wealth of useful information collected, the stay of the probationers in the villages to study their problems, had a great effect on their emotional make up and attitudes towards the urgent problems of removal of poverty and social evils like bonded labour etc., facing the country. In the opinion of the Committee, this was a very innovative and imaginative programme devised by the Academy and is bound to have a lasting impact on the impressionable minds of the probationers. The Committee recommend that such a programme should be made an integral part of the training course for all the probationers and not limited to repeaters only.</p>
69	6.82	<p>The Committee attach great importance to 'on-the-job' training of the IAS probationers in the districts of the State to which they are allocated. They would however like that this training should be so organised that during this period, the probationers are required to visit representative areas/districts of the State i.e., the backward as well as the developed districts so that they become aware of the different nature of problems which have to be faced in the field. The Committee suggest that the IAS probationers may also be sent in small batches to selected districts in other States which have shown marked progress in the field of agriculture, cooperation, village and Agro-based industry etc., so that they may have an opportunity of studying the methods and procedures follow-</p>

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		ed by the various functionaries in those districts and could usefully draw upon this experience to evolve suitable solutions on assuming independent charge.
70	6.83	The Committee also feel, that knowledge of modern management techniques is very necessary for the IAS officers. The Committee suggest that the IAS officers should be required, in the early stages of their career preferably between the sixth and tenth year of service, to undergo specially designed Management Courses of sufficiently long duration to develop their potential as skilled administrators.
71	6.84	The Committee note that in October, 1972, the Department of Personnel wrote a letter to the State Government urging them to adopt their training programmes for the IAS probationers in the light of the recommendations of the Conference on Training held under the auspices of the Indian Institute of Public administration, New Delhi in April, 1972. The letter also contained an illustrative pattern of training. The Committee feel that it was not enough. The Department of Personnel should have devised a system of keeping an effective watch on the implementation of the various recommendations of the conference and made efforts to see that those were implemented in the States as early as possible. The Committee would like Government to make a detailed study of the scheme and arrangements for on-the-job training for IAS probationers in each State and endeavour to bring a measure of uniformity in this regard on the lines of the recommendations of the aforesaid Conference, if necessary, by taking up the matter at the highest level.

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72	6.85	<p>The Committee note that the current pattern of professional training for the IAS probationers was introduced in 1969. The Committee are surprised that thereafter there has been no systematic evaluation of the contents of this course—either of the syllabus for the institutional training at the Academy or of the scheme of attachments to various institutions—by experts and knowledgeable men. Only from 1974, the Academy has started convening a Conference of Chief Secretaries of States State Training Coordinators and Heads of State Training Institutions for reviewing the training content of the Professional Course. The Committee recommend that there should be a system of appointing every five years, a Committee consisting of selected senior Civil Servants, eminent educationists and experts in public administration to review the contents of the institutional part of the Professional Course for the IAS probationers. To begin with, such a Committee should be appointed immediately and directed to submit its report early so that any changes suggested could be implemented at least with effect from the Professional Course for the next year's batch of the IAS.</p>
73	6.93	<p>The Committee cannot too strongly emphasise the important role of the senior administrators, particularly the IAS officers, not only in the implementation of the welfare programmes of the Government, but also in influencing the national policies in various spheres of Administration which have great impact on the life of the people. The conditioning of the attitudes of the IAS probationers who come from all walks of life, by a well thought out orientation programme at the Academy is, therefore, very necessary so that the officers who come out of the</p>

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Academy, have true understanding of the plight of the under-privileged and weaker sections of society and a dedicated outlook for serving the national goals and objectives. In this connection, the Committee welcome the recent measures taken by the Academy aimed at integrating the IAS probationers into the national mainstream like compulsory manual labour, "shramdan", visits to the villages, group discussions on pressing problems and social evils like removal of poverty etc., celebration of festivals of all religions etc. The Committee recommend that well-thought out programmes should be devised which would ensure that the IAS probationers develop a deep understanding and intimate knowledge of problems at the grass-root level so that they are able to solve them with sympathy when they are posted in the field.

74**6.94**

The Committee would like to point out that one of the main purposes of the Professional Course is to equip the probationers to find solution to the day to day problems of the common man in a sympathetic manner. The Committee feel that the understanding and aptitude developed by the probationers in resolving the problems of common man should be carefully evaluated and given due weightage in their assessment.

75**6.100**

The Committee would like to emphasise that the performance and progress of All-India Services probationers should be closely, objectively and systematically watched during the course of their training at the Academy and every effort should be made to bring about improvement in their attitudes and understanding of the socio-economic conditions and development needs of the country. Sustained effort should be made to inculcate in them habits of clean and unostentatious living and of refraining

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from alcoholic drinks. The Committee have no doubt that the Heads of the Training Institutions would *inter alia* use their powers of awarding marks in an effective manner so as to bring about improvement in the outlook and conduct of the probationers. While the Committee realise that All-India Service probationers are meritorious persons who have successfully competed at the examination, they consider it important that these probationers are trained in tune with the national objectives and developmental needs of the country and only those probationers who have the right attitude and outlook are inducted into the Administrative Service.

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6.108

The Committee are surprised why provision for adequate accommodation at the Academy was not made at the time of increased intake of All India Service probationers, to meet the requirements in full. They see no reason why the National Academy of Administration, which trains the All India Services of the country, should not be provided with adequate funds to meet their requirements of accommodation etc., for the trainees. The Committee recommend that a detailed review of the requirements of accommodation and all other ancillary facilities for the National Academy of Administration should be made immediately to meet the training needs of the probationers as also to cater to the requirements of refresher courses and effective measures should be taken to provide the same as per a time bound programme.

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6.113

The Committee attach great importance to the post of the Director of the National Academy of Administration as it is the premier institution for imparting training to All India Service probationers in the country. They note that at present the Director of the Academy is of the rank

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of Additional Secretary to the Government of India. The Committee suggest that the post of Director should have a proper status, commensurate with its importance so as to attract a most talented officer of proven integrity and outstanding record with aptitude for such a work and whose services can be retained as the head of the National Academy for some years. The facilities provided to the Director of the Academy at a place like Mussoorie should be commensurate with his duties and responsibilities and in no case, be less than those provided to the Directors of Institutes of Management/Administrative Staff College and Vice-Chancellors of the Universities.

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6.114

The Committee need hardly stress that the Director for this Academy should be selected with the greatest care. On account of the onerous nature of duties and the impact that the Director has on the minds of the young probationers, it is necessary that a really meritorious person is selected for this post. He should be an outstanding administrator who has distinguished himself in the field and has an unsullied record of integrity and dedication to work. He should be able to inspire and mould the young officers by his personal example. The Director should be dynamic and innovative by nature and he should be wellversed in the cultural traditions of the country. The Committee would like Government to keep all these considerations in view while selecting the Director of the Academy.

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6.115

The Committee realise that since the post of the Director is of an academic nature and does not carry power and influence that are normally associated with high administrative posts in the Secretariat, very few persons of merit would be attracted to this assignment. As an experienced retired senior administrator has stated, there is

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		<p>an impression that only persons who could not be fitted elsewhere, are posted to the Acedemy. The Committee are strongly of the view that such an impression should be dispelled. Moreover, as already recommended by the Committee the status and facilities to be provided to the Director should be liberalised so as to attract really outstanding administrators to this post. Government may also like to recognise the services of the incumbent of this post who makes outstanding contribution during his tenure at the Academy. The intention of the Committee is that the Directorship of the Academy should become a coveted post among the All India Services.</p>
:80	6.116	<p>The Committee would also suggest that the performance of the Director and the functioning of the Academy should be closely watched so that remedial measures may be taken, whenever necessary, without loss of time.</p>
:81	6.117	<p>The Committee further suggest the the tenure of the post of the Director of the Academy may preferably be five years so as to provide continuity of direction at the top.</p>
:82	6.124	<p>The Committee would stress that really capable persons should be selected as directorial and academic staff of the Academy. The pay and allowances as also the facilities provided to them, should be such as would attract the best talents. The Committee recommend that Mussoorie being a costlier place, special consideration should be given to the grant of additional emoluments and facilities to the officers deputed to the Academy on directorial or academic assignments. Their emoluments should in no case be less attractive than those available to the teaching faculty in the Universities and Institutes of Management.</p>

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- 83 6.125 The Committee also suggest that by way of additional incentives and also to keep their knowledge upto date, the teaching staff of the Academy may be accorded special consideration for undergoing advanced and specialised courses relevant to the subject of their teaching in appropriate institutions in the country as well as abroad. After training, these officers should be required to spend a spell of time at the Academy where their newly acquired knowledge and experience should be utilised for training of other officers|probationers.
- 84 6.126 The Committee note that the existing academic staff in the Academy is inadequate to meet the increasing requirements. They understand that the need for additional academic staff in the Academy has already been agreed to in principle. The Committee see no reason why adequate staff could not be provided to the Academy. They would like this matter to be dealt with utmost expedition so that the staff is in position before the commencement of the foundational course for the next batch of officers. They would like to be informed of the progress made in the matter.
- 85 6.127 The Committee feel that it would be better if the academic staff is drawn from University faculties on tenure basis. This is possible only if the scales of pay and other facilities at the Academy are made really attractive, as has already been recommended by the Committee.
- 86 6.128 The Committee further recommend that with a view to attract to the Academy officers who have the ability, competence and aptitude for imparting training and to enable the Academy to retain the services of such officers, a system of proforma promotion should be introduced so that an officer appointed to the Academy could
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		be retained in the Academy for a length of time without affecting his chances of promotion under Government in the normal course.
.87	6.130	The Committee have already recommended the appointment of a Standing Committee to review the syllabus and contents of training at the National Academy of Administration. They recommend that this Committee should also go into the organisational structure of the Academy and the teaching methods observed by it. The Academy should be restructured and its teaching methods patterned in the light of the recommendations of that Committee.
.88	6.134	The Committee would like Government to organise Orientation Courses for the academic and directing staff of the Academy so that the teaching and directing staff are fully cognisant of the requirements of training and the priorities which are to be observed in this regard.
.89	6.142	The Committee recommend that Refresher Courses of training should be made compulsory for Indian Administrative Service officers at two stages of their career—one between 6th and 10th year and the other between the 10th and 15th year of the service. To make the Refresher Courses really useful, it is necessary that the contents and duration of the courses are carefully worked out after taking into account the requirements of the service.
.90	6.143	The Committee further suggest that with a view to ensure that all officers attend these Refresher Courses, the successful completion of these courses may be made at essential qualification for further promotion.
91	6.144	The Committee would also like Government to ensure that officers deputed for Refresher

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Training, take their training seriously and actively participate in the training programme. For this purpose it is necessary that a system of objective assessment and evaluation of the extent of assimilation of training by each trainee is introduced.

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6.145

The Committee consider the introduction of compulsory Refresher Courses very necessary. They therefore stress that adequate funds should be provided for starting and running these courses at an early date.

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6.154

The Committee feel that the existing provisions regarding grant of study leave are hardly attractive. In the opinion of the Committee, Government servants should be encouraged to proceed on study leave, with a view to equip themselves better in the interest of service. The pay and allowances and the facilities to be provided to a Government servant during study leave should not in any way be less than what he would have drawn while on duty. The Committee would like Government to examine this matter thoroughly and liberalise the terms and conditions relating to the grant of study leave to Government servants (including retention by the Government servant of the Government accommodation during the period of leave) with a view to encourage them to avail of this facility to improve their outlook, mental and intellectual perception and horizons. In this connection, the Committee would like to point out that the recipients of the Jawaharlal Nehru Fellowships are during the period of Study Leave receive, in addition to the benefits of the Fellowships and leave salary, Dearness Allowance, House Rent Allowance and during the first six months of the leave period City Compensatory Allowance also. The Committee would like Government

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		to examine to what extent these facilities could be extended to all Governments Servants proceeding on Study Leave.
94	6.160	<p>The Committee would like to stress that the activities of Government in a developing economy have increased greatly in diverse fields which require specialisation and experience. Even coordination and concerted action require special knowledge. The various Departments and Ministries of Government can be grouped into broad fields of specialisation which can be efficiently administered by experienced officers e.g. Economics, Financial, Industrial, Agricultural and Rural Development, Social and Educational, Personnel, Defence Administration and Planning. The Committee feel that by proper career planning and postings, it should be possible for Government to train the officers and give them opportunities to gain experience in various fields of specialisation. The Committee desire that the officers should normally be deployed in their fields of specialisation upto a certain specified administrative level, both at the Centre and in the States, so as to provide guidance and leadership based on knowledge and understanding in depth of the problems involved.</p>
95	7.8	<p>The Committee see no reason why the sandwich pattern cannot be introduced with advantage for the Indian Police Service probationers also. They recommend that the institutional and on-the-job training programme for the Indian Police Service probationers should be so arranged as to bring the probationers back to the Academy for a spell of time after their on-the-job training in the States for a final finishing course and a re-appraisal of their institutional training in the light of their field experience and their final assessment and ranking</p>

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after the prescribed final examination at the Academy.

96. 7.13 The Committee trust that the syllabus of the professional training for the IPS probationers has been patterned on the lines recommended by the Committee on Police Training (Gore Committee).
97. 7.14. The Committee recommend that the existing Board of Visitors for the National Police Academy should be expanded to include senior public servants, eminent educationists and experts on Public and Police Administration and its terms of office and functions should be precisely laid down. The Committee consider that the syllabus of the professional course of training should be reviewed by this Board every five years so as to reflect the current needs of training in the light of the changed socio-economic milieu.
98. 7.16. The Committee have no doubt that if the young Police Officers are imbued with a real feeling of concern for the redressal of grievances of the oppressed and down-trodden who seek their assistance it would not be too difficult to change their image over the years. They would therefore like that during the training period, great emphasis should be laid on building an attitude of service and genuine concerns for the under-privileged and weaker sections of society in these young Officers. To this end, a specially designed orientation programme should be drawn up by the Academy with the assistance of knowledgeable persons and public men of proven standing, merit and service to public and it should be earnestly implemented during the course of training not
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		only at the Academy, but also during on-the-job training in the States.
99.	7.20.	The Committee note the problems faced by the National Police Academy regarding shortage of accommodation, inadequacy of training staff, terms of employment of staff on deputation, training facilities for the trainers, modernisation of equipment and the scale of honorarium to guest lecturers and the powers of the Director in this regard. The Committee would like the Ministry of Home Affairs to consider the various suggestions made to the Committee at the Academy as enumerated in the earlier paragraph and take expeditious decisions thereon and inform them.
100.	7.21.	The Committee feel that the scheme of special pays attached to posts in the Academy should be such as to attract to the Academy qualified and able public servants. Further, the teaching staff of the Academy should not have a feeling that their promotion prospects under Government would be adversely affected if they continue to remain in the Academy. In fact, a spell at the Academy should be reckoned as a special qualification for promotion to higher ranks. In this connection, the Committee would suggest the introduction in the Academy of a system of proforma promotion so that an officer serving the Academy could be retained in the Academy for a length of time, without affecting his chances of promotion under Government in the normal course.
101.	7.31.	The Committee consider that the IPS officers should, as a matter of course, be required to undergo refresher training courses. They, therefore, recommend that Government should work out a scheme of refresher courses of training

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		<p>which all the I.P.S. officers may be required to undergo at specified stages of their career. To make the Refresher Courses really useful, it is necessary that the contents and duration of the courses are carefully worked out after taking into account the requirements of the Service. The Committee feel that refresher courses should lay greater stress on the development of management abilities, mass communication techniques, intelligence work with special reference to counter insurgency and detection of cases of corruption and economic offences etc.</p>
102.	7.32	<p>The Committee further suggest that with a view to ensure that all officers attend these Refresher Courses, the successful completion of these courses may be made an essential qualification for further promotion.</p>
103.	7.33	<p>The Committee would also like Government to ensure that officers deputed for Refresher Training, take their training seriously and actively participate in the training programme. For this purpose it is necessary that a system of objective assessment and evaluation of the extent of assimilation of training by each trainee is introduced.</p>
104.	7.34	<p>The Committee consider the introduction of compulsory Refresher Courses very necessary. They, therefore, stress that adequate funds should be provided for starting and running these courses at an early date.</p>
105.	7.38	<p>The Committee recommend that the Ministry of Home Affairs should draw up a regular programme of training of police officers abroad in forward looking courses of relevance to Indian conditions and in fields where training facilities</p>

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do not exist, or are inadequate, in this country. After training from abroad, the police officers should be required to spend a spell of time at the National Police Academy where their newly acquired knowledge and experience should be utilised for training of other officers.

106. 8.4 The Committee desire that the Panel of Forestry Education should be reconstituted immediately and it should meet at least once in six months and keep a close watch not only on the state of forestry education in the country but also on the proper functioning of the Forest Research Institutes and Colleges which is the only institution of its type in the country, catering to the needs of the Indian Forest Service and foreign students in the field of Forestry.
107. 8.13 The Committee note that the Indian Forest Service Probationers are required to undergo a full two-year Diploma course in Forestry at the Indian Forest College, Dehradun, followed by a one year on-the-job training in the States. This makes the professional training for the Indian Forest Service probationers much longer than that for the IAS|IPS probationers. The longer duration of professional training for the IFS probationers is stated to be one of the factors responsible for the Indian Forest Service being less attractive to potential candidates. The Committee are not sure whether the three-year professional training is indispensable for the Indian Forest Service probationers. The Committee would like Government to set up an Expert Committee to go into the matter and, in consultation with the Forest Research Institute and the State Governments, design a sandwich pattern of professional training for the Indian Forest Service probationers extending to a period which is

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		approximately of the same duration as the period of training for other All India Services.
108	8.14	The Committee recommend that the syllabus for the professional training of the Indian Forest Service probationers should be reviewed by the Panel on Forestry Education in order to lay increased emphasis on the utilisation of latest technique in conservation and development of forest resources and in the purposeful exploitation of forest wealth. The syllabus of the course should be reviewed at least once every five years so as to reflect the latest developments in the field of forestry.
109.	8.15	The Committee suggest that apart from the technical aspects of forestry, training course for the IFS probationers should include a special programme of orientation of the probationers to develop in them an abiding interest in the welfare of Tribals and adivasis who traditionally subsist on forest products. Emphasis should also be placed during training on the utilisation of latest techniques in conservation and development of forest resources and in the judicious use of mechanisation for exploitations of forest wealth in the country. The Committee recommend that these aspects should be kept in view while redesigning the professional training course IFS probationers.
110.	8.16	The Committee recommend that the question of awarding a Degree instead of a Diploma in Forestry on the successful completion of the course at the Indian Forest College may be considered by appropriate authorities.
111	8.20	The Committee would like the Ministry of Agriculture also to evolve, in consultation with the Forest Research Institute and the State Governments, suitable guidelines for the States in

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		regard to the pattern of on-the-job training of Indian Forest Service probationers so as to bring about a measure of uniformity in this regard in all the States. The Ministry should also keep a watch on its implementation by the States so that a certain uniformity of approach is ensured and timely action is taken to resolve difficulties, if any.
112	8.26	The Committee recommend that the Government should take speedy steps to implement the recommendations of the National Commission on Agriculture already accepted by them to declare the Forest Research Institute and Colleges as an Institute of National importance.
113	8.29	The Committee note that the teaching staff of the Academy is mostly on deputation from the Indian Forest Service. The Committee feel that the service conditions and facilities attached to posts in the Academy should be such as to attract to the Academy qualified and able public servants. Further, the teaching staff of the Academy should not have the feeling that their promotion prospects under Government would be adversely affected if they continue to remain in the Academy and their interests should be fully protected during their attachment to the college. In fact, a spell at the Academy should be reckoned as a special qualification for promotion to higher ranks and for nomination to advanced training courses in forestry. The Committee also suggest the introduction in the Academy of a system of proforma promotion so that an officer serving the Academy could be retained in the Academy for a length of time, without affecting his chances of promotion under Government in the normal course.
114	8.31	The Committee feel that the Indian Forest College which caters to the needs of the Indian

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Forest Service and also of foreign students in the field of Forestry, should have adequate accommodation like, hostels, lecture-rooms and other ancillary facilities. It should also have adequate Library facilities and necessary transport for use during local and short distance tours of the probationers and other students. The Committee recommend that Government should release adequate funds for providing the necessary facilities to the College.

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| 115 | 8.38 | The Committee recommend that Government may work out a scheme of Refresher Courses of training which all the Indian Forest Service officers may be required to undergo at specified stages of their career. It is necessary that the contents of the Refresher Courses are worked out with great care, taking into account the job requirements. It should also be ensured that the duration of these courses is long enough to enable the trainees to derive full benefit of the course. |
| 116 | 8.39 | The Committee further suggest that with a view to ensure that all officers attend these Refresher Courses, the successful completion of these courses may be made an essential qualification for further promotion. |
| 117 | 8.40 | The Committee would also like Government to ensure that officers deputed for Refresher Training, take their training seriously and actively participate in the training programme. For this purpose it is necessary that a system of objective assessment and evaluation of the extent of assimilation of training by each trainee is introduced. |
| 118 | 8.41 | The Committee consider the introduction of compulsory Refresher Courses very necessary. |
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They, therefore, stress that adequate funds should be provided for starting and running these courses at an early date.

119**8.44**

The Committee recommend that the Ministry of Agriculture should draw up a regular programme of training of Forest Officers abroad in forward looking courses of relevance to Indian conditions and in fields where training facilities do not exist, or are inadequate, in this country. After training from abroad, the forest officers should be required to spend a spell of time at the Indian Forest College where their newly acquired knowledge and experience should be utilised for training of other officers and students.

APPENDIX V

(Vide Introduction)

Analysis of Recommendations/Conclusions Contained in the Report

I. CLASSIFICATION OF RECOMMENDATIONS

A. Recommendations for improving the organisation and Working:

Serial Nos: 3—5, 7, 19, 20, 21, 25—27, 39—42, 47, 48, 62, 63, 71, 76—88, 99, 100, 112—114.

B. Recommendations for effecting economy:

Nil.

C. Miscellaneous Recommendations:

Serial Nos: 1, 2, 6, 8—18, 22—24, 28—38, 43—46, 49—61, 64—70, 72—75, 89—98, 101—111, 115—119.

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