Report of the Civil Services Examination Review Committee

UNION PUBLIC SERVICE COMMISSION
NEW DELHI
October, 2001

Report of
the Civil Services Examination
Review Committee

सत्यमेव जयते

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Dholpur House, Shahjahan Road,
New Delhi- 110011
October, 2001

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KEY TO ABBREVIATIONS

ADB	Asian Development Bank
AICTE	All India Council of Technical Education
AIR	All India Radio
AIU	Association of Indian Universities
ASEAN	Association of South East Asian Nations
ASSOCHAM	Associated Chambers of Commerce and Industry of India
BDO	Block Development Officer
CBI	Central Bureau of Investigation
CEO	Chief Executive Officer
CERC	Central Electricity Regulatory Commission
CESS	Centre for Economic and Social Studies
CISF	Central Industrial Security Force
CS	Central Services
CSAT	Civil Services Aptitude Test
CSE	Civil Services Examination
DAVP	Directorate of Advertising and Visual Publicity
DIPR	Defence Institute of Psychological Research
DOP&T	Department of Personnel & Training
DRDO	Defence Research & Development Organisation
EEC	European Economic Community
FERA	Foreign Exchange Regulation Act
FICCI	Federation of Indian Chambers of Commerce & Industry
GD	Group Discussion
GDP	Gross Domestic Product
Gen	General category
HOD	Head of Department
HPOs	Head Post Offices
HRD	Human Resources Development
IAS	Indian Administrative Service
IAAS	Indian Audit & Accounts Service
ICAS	Indian Civil Accounts Service
ICS	Indian Civil Service
IFS	Indian Foreign Service
IGIDR	Indira Gandhi Institute of Developmental Research
IGNOU	Indira Gandhi National Open University
IIM	Indian Institute of Management
IIT	Indian Institute of Technology
IPS	Indian Police Service
IQ	Intelligence Quotient
IRS	Indian Revenue Service
J&K	Jammu and Kashmir
JNU	Jawaharlal Nehru University

LBSNAA	Lal Bahadur Shastri National Academy of Administration
MBBS	Bachelor of Medicine & Bachelor of Surgery
MRTP	Monopolies and Restrictive Trade Practices
NABARD	National Bank for Agriculture & Rural Development
NDA	National Democratic Alliance
NGOs	Non-Governmental Organisations
OBCs	Other Backward Classes
OECD	Organisation of Economic Cooperation and Development
Ph. D	Doctor of Philosophy
PIF	Personal Information Form
PT	Personality Test
R & D	Research and Development
RPF	Railway Protection Force
SAARC	South Asian Association for Regional Cooperation
SC	Scheduled Castes
SERC	State Electricity Regulatory Commission
SSB	Service Selection Board
SP	Superintendent of Police
ST	Scheduled Tribes
SVPNPA	Sardar Vallabhbhai Patel National Police Academy
TERI	Tata Energy Research Institute
UGC	University Grants Commission
UK	United Kingdom
UNESCO	United Nations Educational Scientific & Cultural Organisation
UNCED	United Nations Conference on Economic Development
UNU/IAS	United Nations University / Institute of Advanced Studies
UPSC	Union Public Service Commission
USA	United States of America
UTs	Union Territories
VRS	Voluntary Retirement Scheme
WTO	World Trade Organisation

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PREFACE

My country has been kind to me and I am asked to do many exciting jobs — prepare policies for agricultural and rural development, head India's greatest University, focus on great Technology Missions, work with India's oldest cooperative and negotiate India's interests abroad. But one of the most exciting jobs I was asked to do is to chair the Civil Services Examination Review Committee for the Union Public Service Commission. This is on account of a number of reasons, which I would like to pen down.

A number of very senior administrators, present and past, and distinguished Indians outside the Government, were seriously worried about the role and the future of the Civil Service in India. For example, while there was general appreciation of the quality of young people who enter the services, there was, in the context of recent experience, concern on issues of public and national commitment and integrity. While aspects of political management of the services were highlighted in our discussions with many groups, some of Ministers had considerable interest in and very clear concepts of reform of the civil services. The need for professionalisation and the principles of management of the services themselves, were also brought out.

The world over, the recruitment and training of civil servants has been changing. Greater professionalisation, emphasis on systems management, strategic planning, concern for human rights, legal basis of societal functioning, technological savviness, are all looked at in the process of recruitment and training of civil servants. India has, however, remained in a time warp. These are important issues to come to grips with. There is another trend under way, the world over, which is market-oriented reform of the civil services. India on the other hand, it was felt is a country, where while limited lateral mobility could be encouraged between Government and non-government sectors, in a well defined manner, strategic and development issues continue to be important in the era of policy reform and a higher civil service as an elite service oriented cadre is still necessary.

The search for the required attributes of a civil servant in the decades to come in a fast changing India, as a part of a fast changing world, was exciting. This meant discussions with experts, wise persons, public networks and an attempt to unearth underlying trends. Networking, facilitating change spearheaded by civil society groups, energy to pursue objectives doggedly; integrity, open-minded listening ability, sympathy for the have-nots and technological savviness were seen as some of the characteristics to go for. The Committee identified on the basis of its discussions, these and other characteristics and then went on to the more difficult job of designing the recruitment and training systems, based on testing for them.

The technology, academic education, psychology and human resources development communities in the country, in the public, autonomous institutions and corporate sectors, supported the Committee, and worked for it unreservedly and whole heartedly. Some of the best in the land worked for the Committee, in relation to the complex issues it was facing. This was done without any anticipation of rewards and with a great concern for national system objectives. The Committee was blessed with this support and used it to full measure.

As the Chairman of the Committee, I was lucky to get the opportunity to work with gifted individuals who were its members. These were persons with great experience and firm views. There were many sharp views. Never personal. The civilizational strength of arguing a view rigorously and changing it was there in abundant measure.

The chairman of the UPSC is a distinguished soldier, working with great clarity and setting exacting standards. This helped in a focus on completing in time. I understand this Committee has finished its work in record time. This is on account of clear cut task definition by its sponsors and excellent support by the U.P.S.C. team led by Shri I.M.G. Khan, Additional Secretary, UPSC (who was Member-Secretary of the Committee), very ably supported by his Deputy Secretaries, S/Shri S.C. Barmma and A. Bhaskar Reddy. The last point, of support of UPSC needs some amplification. The UPSC is a very well managed organization working with military standards. Its guesthouse is clean, well run and

serves good wholesome food. One stays there and interacts with many experts, examiners and others who orient oneself to the work. The secretarial support was excellent. Electronic support was there all the time and, in this context, mention must be made of the excellent services rendered to the Committee by Shri Avinash Aggarwal.

There was a lot of public interest in the Committee's work. Newspaper reports, editorials, e-mail chat groups, all debated the Committee's work. All of it helped. Some great Indians exhorted us to place our recommendations in a wider perspective and we went by their advice.

I am not sure if I have been able to convey some of the great excitement of the work of the Committee. It was genuinely so and I am grateful for the opportunity given to my colleagues and myself to complete this task.

Yoginder K. Alagh

CHAPTER I

INTRODUCTION AND BACKGROUND

1.1 HISTORY OF CIVIL SERVICES RECRUITMENT[1]

1.1.1 The Civil Services Examination was first conducted as an open competitive examination in the year 1855 in London. At that time, it was called the Indian Covenanted Civil Service (ICCS) Examination and was conducted by the Civil Service Commission, which itself was founded in 1855. Until 1869, sixteen Indians had appeared at this Examination, but only one had succeeded. Under the scheme of examination, anyone who was 'Her Majesty's subject' and between 18 and 23 years of age was eligible to appear at the examination. There was no insistence on University degree; however, the standard of the examination was to be of the first degree' level.

1.1.2 There had been a demand right from 1856 in favour of holding this Examination simultaneously in India. This demand gathered strength when the newly formed Indian National Congress (1885) took up this issue in its first session, and this became a recurring theme in the subsequent sessions. As a result of prolonged efforts made with the British Government, this Examination was first conducted in India in the year 1922, when a Civil Service Commissioner came from Britain especially to supervise the necessary arrangements.

1.1.3 In the year 1926, the Public Service Commission (India) was set up, which began to conduct the Indian Civil Service (ICS) Examination in India on behalf of the British Civil Services Commission. However its limited advisory functions failed to satisfy the people's aspirations and the continued stress on this aspect by the leaders of our freedom movement resulted in the setting up of the Federal Public Service Commission under the Government of India Act 1935. Under this Act, for the first time provision was also made for the formation of Public Service Commissions at the provincial level. From 1937, the Federal Public Service Commission organised the Indian Civil Services Examination independent of the British Civil Services Commission.

The information relating to recruitment to civil services prior to implementation of Kothari Committee recommendations (1979) has been taken from the Golden Jubilee Souvenir (1976) of UPSC and the Kothari Committee report.

1.1.4 After. 1943, recruitment to the Indian Civil Service, the Indian Police, the Indian Audit & Accounts Service and the allied Services was suspended and this remained so till 1946.

1.1.5 After Independence, the Constituent Assembly saw the need for giving a secure and autonomous status to the Public Service Commissions, both at the federal and provincial levels, for ensuring unbiased recruitment to Civil Services as also for the grant of legitimate protection to the services. With the promulgation of the new Constitution for independent India on 26th January 1950, the Federal Public Service Commission was accorded a constitutional status as an autonomous entity under Article 315 and given the title "Union Public Service Commission" (UPSC).

1.1.6 The UPSC discharges its functions under Articles 320 and 321 of the Constitution of India for recruitment to civil services and posts and other matters related to promotion and discipline. The provisions relating to recruitment and conditions of service, as contained in Article 309 & Article 311 of the Constitution, are also required to be read in conjunction with the provisions as contained in Article 320 of the Constitution.

1.1.7 The All India Services Act, 1951, and the Rules and Regulations framed thereunder, regulate the recruitment and conditions of service in respect of the All India Services. Similar rules exist in respect of the Central Services flowing from the relevant constitutional provisions. In terms of these rules and regulations, a combined Civil Services Examination is conducted by the UPSC every year for making recruitment to various All India and Central Services Group 'A' and Group 'B'. This examination is governed by its own set of Rules notified each year by the Department of Personnel and Administrative Reforms. The list of Services participating in this combined open competitive examination is at **Appendix I**.

1.1.8 Between 1947 and 1950, a combined competitive examination was held once a year for recruitment to the Indian Administrative Service (IAS), the Indian Foreign Service (IFS) and the Indian Police Service (IPS) and non-technical Central Civil Services. There were three compulsory papers - General English, Essay and General Knowledge, of 150 marks each. The IAS, IFS and Central Services had three optional subjects while the IPS had only two. From 1951, two additional optional subjects of the Master's degree standard were prescribed for the IAS and the IFS.

1.1.9 In 1955, the Public Service Committee (Qualification for Recruitment) recommended that "in order to identify the best candidate, the number of attempts at the combined competitive examination should be limited to two by reducing the upper age limit from 24 to 23 years. The recommendation for reducing the number of attempts was accepted by the Government, provided that these were to be counted separately for different categories, viz., IAS & IFS, IPS, Central Services Class I and Class II.

1.1.10 The structure of the Civil Services Examinations, which existed at the time of appointment of the Review Committee headed by Dr. D.S. Kothari was as shown below:

Table 1.1
Structure of Civil Services Examination at the time of setting up of Kothari Committee

Eligibility	IAS	IFS	IPS	CS
Age limit	21-26	21-26	20-26	21-26
Minimum Educational Qualifications	First degree in any faculty			
No. of attempts[2]	Not more than three for each category			
Written Examination Compulsory subjects (General English, General Knowledge and Essay, each of 150 marks)	450	450	450	450
Optionals (each of 200 marks)	3	3	2	3
Additional subjects (each of 200 marks)	2	2	-	-
PT	300	400	200	200
Percentage of PT to aggregate	17.14	21.62	19.04	16.00
Grand total of marks	1750	1850	1050	1250
NOTE: Each subject was covered in one paper. Optional subjects were of Honours level and additional subjects of Master's level.				

From 1969, candidates were given the option to choose an Indian Language included in Schedule VIII of the Constitution besides English as the medium of Examination for writing the compulsory subjects of Essay and General Knowledge.

1.2 MAJOR RECOMMENDATIONS AND CONCLUSIONS OF FIRST AND SECOND REVIEW COMMITTEES

After Independence, a major review of the Civil Services Examination was carried out by the Kothari Committee in 1974-77 and a second review was undertaken in 1988-89 by the

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[2] From 1961 onwards, the examination was conducted, as indicated above, with virtually no restriction on the number of attempts within the permissible age limit.

Satish Chandra Committee. The major recommendations of the Kothari Committee and the Satish Chandra Committee are summarised below.

1.2.1 Kothari Committee recommendations

1.2.1.1 Attributes

The civil servants must possess socio-emotional and moral qualities apart from relevant knowledge and skills. Taking into account the special requirements and conditions, there is need to have a comprehensive selection method which should be a combination of tests for assessment of knowledge, intellectual and personal attributes.

1.2.1.2 Examination Structure: Introduction of Common Unified Examination

Recruitment to the All India and Central Services (Class I) be made through a common unified examination comprising three stages, viz., Preliminary Examination, Main Examination (written and Interview) and Post-Training Test to be conducted by the UPSC on the completion of the Foundation Course, to assess personal qualities and attributes relevant to the civil services.

1.2.1.3 Preliminary Examination

1.2.1.3.1 The Preliminary Examination should involve a simple screening and should cover a wide base for which it is necessary to have a large number of centres throughout the country. Since the Preliminary Examination is only a screening process, the marks obtained should not be added to the final marks, and the question papers should be of objective type. Question papers, other than those for Indian Languages, should be in English and each paper should be of two hours duration. The Preliminary Examination should have five papers of 300 marks each, viz., Indian Language, English language, General Studies and two papers on one subject to be selected out of a list of optional subjects.

1.2.1.3.2 The number of candidates to be admitted to the Main Examination should be ten times the number of vacancies in a year in the All India and Central Services.

1.2.1.4 Main Examination

1.2.1.4.1 The syllabus for Optional Subjects in the Main Examination should be broadly at the level of the Honours degree. The question papers should lay emphasis on powers of analytical and critical thinking, comprehension of fundamentals and application of knowledge. It will have nine written papers (2700 marks) each of

three hours duration. The papers can be answered either in English or any of the Eighth Schedule Languages, except the language papers. Question papers, other than language papers, will be set in English.

1.2.1.4.2 The Main Examination will have the following written papers:

I	Any one of the Schedule VIII Languages
II	English
III	Essay
IV & V	General Studies
VI, VII, VIII & IX	Two optional subjects of two papers each (including Literature of languages)

1.2.1.5 Optional Subjects

The list of Optional Subjects should be neither so restrictive as to discourage promising candidates nor too large to seriously affect uniformity of standards. Highly specialised subjects, or those offered by a very limited number of candidates, should not be included. New developments in education should also be taken into account. Numeracy and ability to deal with quantitative aspects of problems also needs to be tested. The list of optional subjects for the Preliminary and the Main Examination should be reviewed from time to time in consultation with the UGC and the Universities.

1.2.1.6 Medium

The medium of examination available for the Essay and the General Studies paper should be extended to subject papers also. This is desirable educationally as well as from the point of view of equality of opportunity.

1.2.1.7 Evaluation

1.2.1.7.1 Uniformity in evaluation in different language media is difficult. As a large number of answer books would be in English, these could serve as a kind of norm or comparison standard for answer books in other languages. If, in any particular language, the distribution of marks for the answer books – the mean and standard deviation – differ greatly from those in English medium, statistical adjustments should be made, if considered necessary by the Board of Examiners.

1.2.1.7.2 There should be a Board of Examiners to prescribe detailed guidelines and norms for evaluation. It is desirable to have at least two examiners to evaluate answers in any given language. Question papers should be set by a Board of Examiners

consisting of three members who should be appointed for two to three years and at least one member should be changed every year. Standard briefing should be given to the Boards of Examiners who will be setting question papers on different subjects and languages to maintain equal standards. Illustrative sample question papers should be provided to the candidates.

1.2.1.8 **Interview Test**

1.2.1.8.1 The Interview Test will carry 300 marks. Candidates to be called for PT should be twice the number of vacancies. PT Board members should represent a diversity of backgrounds and age spectrum and must include women. As far as possible, only serving members of the UPSC may be appointed on the Boards. The length of the period for completion of interviews should not exceed one month.

1.2.1.8.2 Members should be briefed on the techniques of interview to bring about objectivity and uniformity in assessment. Intellectual and personal qualities of candidates should be rated on a five-point scale (much above average, above average, average, below average and much below average), on Interview Impression Cards, which may be designed in consultation with experts. Such qualities may be clarity of expression, grasp of narrative and argument, reasoning ability appreciation of different points of view, awareness and concern for socio-economic problems, range and depth of interests; and personal attributes relevant to interaction with people. Candidates should be encouraged to answer questions in English in PT. However, in exceptional cases, candidates can be permitted to answer in an Indian language. The personality test should not have any minimum qualifying marks. The results declared by the UPSC should not disclose the marks and order of merit.

1.2.1.9 **Training, Final Evaluation and Allocation of Services**

1.2.1.9.1 There should be a Post-Training Test (400 marks) conducted by a Board of the UPSC at the end of the Foundation Course, which should analyse detailed performance reports of trainees during the Foundation Course (including field work). Allocation of service should be done on the basis of marks obtained in the Main Examination and the Post-Training Test.

1.2.1.9.2 The Foundation Course should be of a minimum of one year duration and should aim at developing a sense of social responsibility and should also include field experience. Detailed syllabus of the Foundation Course should be prepared by a committee of experts. The Academy should be a high-level professional institution and should have links with the Government at the highest level. It would be of great value if the Prime Minister were associated as Chancellor, and the Governing Body should have the Cabinet Secretary as the President with senior officers and eminent personalities from different fields and public life as its members.

1.2.1.9.3 The Academy should be headed by a Director of the rank of Secretary to the Government of India who should be a distinguished administrator, or a Foreign Service Officer, or an eminent scholar with administrative experience, and should be assisted by a Council of Management of about 25 members chosen from the Services and experts from universities, IITs and IIMs. The faculty should be a proper mix of various age groups. The Academy should offer proper service conditions and pay packages to attract good faculty, who should be appointed on contract basis.

1.2.1.10 Eligibility Criteria

Minimum educational qualification should be a degree and final-year candidates can also take the examination. Age should be 21-26 years with usual relaxation for reserved categories. There should be two attempts for Preliminary Examination and two for the Main Examination for all categories.

1.2.1.11 Implementation, Monitoring and Evaluation

The new proposed scheme of examination should be implemented in a phased manner. There should be a Research Cell in the UPSC headed by an outstanding expert. The standard of recruitment for each service should be reviewed on a continuing basis. There should be a Standing Advisory Committee of 15 members with broad terms of reference to study the examination system on an ongoing basis and suggest improvements.

1.2.1.12 Need for Equity and Widening the Base of Recruitment

1.2.1.12.1 Adequate steps should be taken to ensure a wide base of recruitment with equal opportunity and level playing field for all and there should be balanced representation from all parts of the country and sections of society.

1.2.1.12.2 The Examination system should command complete confidence and trust of the candidates and the general public, as also the government, and provide equal opportunity to all. It should be such as would attract bright candidates, should cover a wide base with special attention to deserving candidates belonging to weaker sections. Candidates belonging to weaker sections, who qualify in the Preliminary Examination, should be given special coaching by the Government to appear in the Main Examination.

1.2.1.12.3 The examinations should be multi-lingual. New techniques should be adopted for comprehensive assessment while also keeping in mind that there are certain qualities which cannot be described in words but which a "good judge of men" can usually assess with a fair degree of reliability and therefore the examiners and interviewers should be very carefully selected. The system should be under continuous review and evaluation.

1.2.2 Implementation of the Kothari Committee recommended reforms

1.2.2.1 Examination Structure

1.2.2.1.1 The Government accepted most of the recommendations. The new scheme was introduced w.e.f. 1979. It was decided that there should be one common examination to avoid hierarchy among services but further decided that there should be a two-stage process comprising the Preliminary and the Main examination (written and Interview). The idea of post training test at the National Academy of Administration as third stage of selection did not find favour with the Government.

1.2.2.1.2 For the Preliminary Examination, the Government decided that there should be only two papers, General Studies of 150 marks and one Optional subject of 300 marks, both of objective type with sufficiently wide choice in General Studies. The list of Optional subjects suggested by the Committee was also accepted. The Government decided against introducing papers on Indian language and English in the Preliminary examination.

1.2.2.1.3 The Government also decided that the Main Examination should have the following eight papers (300 marks each) and an interview of 250 marks with no minimum qualifying marks:-

I	Indian Language (Qualifying only)
II	English Language (Qualifying only)
III & IV	General Studies
V & VI	First Optional
VII & VIII	Second Optional

1.2.2.1.4 The recommendation for having an Essay paper was not implemented. The recommendation relating to medium of answering the papers was accepted, but it was decided that the question papers would be in English and Hindi only. The list of optional subjects suggested by the Committee was accepted with slight modifications. The present practice of service allocation on the basis of competitive examination was to continue.

1.2.2.2 **Eligibility Criteria**

1.2.2.2.1 The Government accepted the age limit as 21-28 years instead of 21-26 years for general category candidates which was recommended by the Committee. For the reserved categories, usual relaxation of five years was provided. Instead of two attempts at the Preliminary Examination and two attempts at the Main Examination for all categories, the Government decided to provide three attempts both at the Preliminary Examination and the Main Examination for the general category, while no limit on the number of attempts was prescribed for the Scheduled Caste/Scheduled Tribe (SC/ST) candidates.

1.2.2.2.2 To avoid service hopping it was recommended that candidates once appointed should not be permitted to reappear without resigning from the service, and candidates joining the Foundation Course will not be permitted to appear again. Government did not agree with this recommendation.

1.2.2.3 To sum up, while the revised structure for the Examination was accepted (albeit with some modifications) and implemented by the Government, certain key recommendations, particularly those pertaining to the strengthening of induction training and providing for a post-training test as the third stage of selection, raising the levels of training academies to a higher professional status and lending them prestige by involving the Prime Minister and the Cabinet Secretary with

their governance and setting up of a Standing Advisory Committee, etc. were not accepted or implemented. Clearly, had the scheme as conceived by the Kothari Committee been implemented in its entirety, its impact would have been far greater. This Committee feels that these ideas continue to have relevance even today. What we lost in the process was an opportunity to build up a truly professional body of civil servants. As will be seen later in this report, these ideas have been examined in all their ramifications by this Committee and their influence can be seen in its recommendations.

1.2.3 Satish Chandra Committee Recommendations

The Satish Chandra Committee pointed out that the then existing scheme of Civil Services Examination which was adopted on the basis of the Kothari Committee recommendations had been able to achieve its broad objectives. After studying the pattern of recruitment to civil services in some advanced countries, the Committee was of the view that models of these countries could not be replicated in the Indian situation. The existing system in the country which had evolved over a long period of time should be further improved. The summary of the major recommendations of Satish Chandra Committee is as follows:

1.2.3.1 Attributes

Since the higher civil services play a significant role, persons to be recruited to the civil services should be drawn from a broad base. They should, in addition to intellectual ability, possess integrity and have commitment and dedication to our national objectives and goals.

1.2.3.2 Review of Post-Kothari Period

1.2.3.2.1 Analysis of relevant data (1984-87) by the Committee showed that 20% of general candidates, 55% of SC and 48% of ST candidates are from the low income group as defined[3]. There was a significant number of first generation learners among the successful candidates. A fair number of successful candidates come from villages or small towns.

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[3] For the relevant data, income below Rs.1000/- per month during 1984 and 1985, and income below Rs.1500/- per month during 1986 and 1987 were categorised as low income group.

1.2.3.2.2 Percentage of successful women candidates is on the increase but there is scope for further improvement. The Committee observed that not enough number of women candidates are attracted to the civil services.

1.2.3.2.3 Percentage of first class degree holders (1979-87) among the successful candidates is on the increase. The Commission has been successful in the recruitment of SC and ST candidates in accordance with the statutory requirements.

1.2.3.3 **Need for Combined Examination**

1.2.3.3.1 There should be a combined examination for higher civil services. Professional competence for each service could be developed through proper training. There is no need for extra papers or higher marks in the interview test for IAS and IFS as the requirement of bright candidates is now being fully met.

1.2.3.3.2 No departure from the present practice of common examination is recommended for Indian Foreign Service which is generally the second-most preferred service. The slight decline in the popularity of this service is not due to the system of examination.

1.2.3.3.3 No separate examination is recommended for Accounts Group of services. Professional knowledge of a high standard could be imparted through post-induction training. Recruitment to Revenue and Taxation Services should be continued through the system of common examination.

1.2.3.4 **Eligibility Criteria**

1.2.3.4.1 The general candidates should be permitted three attempts and the candidates belonging to SCs/STs should be permitted six attempts. The Kothari Committee had recommended two attempts on the grounds that the candidates used the third attempt to improve their service allotment and neglected training. This has been adequately taken care of by the Civil Services Examination Rules which lay down that if a candidate is selected for Group 'A' service other than IAS and IFS, s/he would be permitted to take one more chance in the subsequent year if s/he seeks exemption from training, thereby losing her/his *inter se* seniority. This practice should continue.

1.2.3.4.2 The age limit should continue to be 21-26 years for the general candidates with the usual relaxation of five years for candidates belonging to SCs and STs. It was suggested that Graduation should be retained as the minimum educational qualification.

1.2.3.4.3 Doctors and engineers should continue to be eligible for the Civil Services Examination. However, attraction of these professionals for civil services indicated an aberration in the social value system, reflecting disparities in career opportunities.

1.2.3.5 **Examination Structure**

1.2.3.5.1 Due to large number of aspirants to civil services coming from diverse socio-economic and educational backgrounds, the methodology of selection has to take note of it and should be such as to be perceived to be fair, not only by the candidates themselves, but also by the public at large.

1.2.3.5.2 There should be negative marking for objective type tests at the Preliminary Examination level. For each wrong answer, 50 per cent of the marks allotted to that question should be deducted.

1.2.3.5.3 Objective type tests should not be introduced in the Main Examination. An essay paper for 200 marks should be introduced in the Main examination. Candidates should be allowed to answer this paper either in English or in any one of the Indian languages mentioned in the Eighth Schedule of the Constitution. The essay paper be evaluated by two examiners and the average of the marks taken into account.

1.2.3.5.4 French, German, Russian and Chinese language literature subjects should be deleted from the list of Optional subjects. Education. Electronics and Telecommunication Engineering, and Medical Science subjects be included as Optionals both in the Preliminary and Main Examinations. Present relative weightage of 1:2 between General Studies and Optional subjects may continue. The present system of moderation is working satisfactorily to ensure that no particular subject gets undue advantage. The syllabi of Optional subjects should be spelt out comprehensively and revised and updated every five years or even oftener.

1.2.3.6 Training

The Lal Bahadur Shastri National Academy of Administration (LBSNAA), Mussoorie, should be developed into a high level professional institution. Research on developmental, regulatory and social aspects of administration should be a regular activity in the Academy. Comparative developmental studies should be undertaken, drawing upon lessons from the experience of both developing and developed countries. Necessary infrastructure should be provided to training institutes for the Central Services and for the Sardar Vallabhbhai Patel National Police Academy (SVPNPA), Hyderabad.

1.2.3.7 Medium

The present system of taking the examination in either English or in any of the Eighth Schedule Indian languages was accepted. Candidates opting for Indian languages as their medium in the Main Examination would have the option of taking that language as their medium in the Interview.

1.2.3.8 Need for Widening the Base

1.2.3.8.1 A large number of successful candidates coming from Delhi should not cause concern. Library and other facilities available in Delhi should be replicated in other parts of India. Coaching centres should be started by State Governments in those states from which representation in civil services is not adequate. The University Grants Commission (UGC) may review the scheme of providing coaching classes in selected institutions to minority communities.

1.2.3.8.2 There should be adequate publicity about the examination through print and electronic media. The number of centres for the Preliminary examination should be increased in consultation with State Governments and the Union Territories Administrations.

1.2.3.9 Delinking Certain Services

1.2.3.9.1 Proliferation in the number of Central Services should be avoided. The recruitment of the following Group 'A' services should be delinked from the Civil Services Examination:

- Indian Defence Estates Service
- Central Trade Service
- Indian Information Service
- Indian Railway Personnel Service
- Indian Ordnance Factories Service

- Assistant Commandant of Central Industrial Security Force (CISF)
- Assistant Security Officer of Railway Protection Force (RPF)

1.2.3.9.2 Recruitment to all Group 'B' Services be delinked from the Civil Services Examination.

1.2.3.10 Interview Test

Candidates who qualify for the Interview Test should be exempted from taking the Preliminary examination in the following year. Group discussion should be introduced as an adjunct to the Interview Test. Psychological Test should not be a part of the selection procedure. These tests could be administered to the probationers, and used as guides for counselling at the training level. Introduction of "lectures" should not be part of the selection process. Interview Test should carry 300 marks (as against 250) out of a total of 2300 marks (as against 2050). There should be no minimum qualifying marks for a candidate at the Interview.

1.2.3.11 Allocation of Services

Allotment of services should continue to be done on the basis of the rank of the candidate in the merit list and the preference for the services expressed by the candidate. Allotment of services after a common foundation course is not feasible.

1.2.3.12 Duration of Examination

The present time cycle for the examination is rather long. The application form can be filled up by the candidates at the time of the Preliminary Examination. The Main Examination can be held in the month of October. Thus, about four weeks can be saved.

1.2.4 Implementation of the Satish Chandra Committee Recommended Reforms

The Government accepted a majority of the recommendations. The summary is as follows:

1.2.4.1 Delinking of Certain Services

1.2.4.1.1 The Commission partly accepted the recommendation and advised the Government as follows:

- Recruitment to Indian Information Service, Indian Railway Personnel Service and Indian Ordnance Factories Service should continue through the scheme of Civil Services Examination.

- For the Indian Defence Estates Service and Central Trade Service, an alternative system of examining/recruiting candidates could be worked out after taking out these services from the scheme of Civil Services Examination.

- For CISF and RPF, a separate scheme of objective/short-answer questions should be devised by taking them out of the Civil Services Examination.

1.2.4.1.2 The recommendation with regard to Group 'B' services was accepted by the Commission. The Government did not however accept either of these recommendations and decided that the present system may continue.

1.2.4.2 **Exemption from Preliminary Examination**

Regarding giving exemption to the candidates who have qualified for Interview Test from appearing again for the Preliminary Examination, the Commission as well as Government decided not to accept these recommendations citing the following reasons:

It leads to two sets of candidates for the Main Examination, viz.

    i)   Those who qualified earlier
    ii)   Those who have qualified that year

1.2.4.3 **Negative Marking in Preliminary Examination**

It was further decided that introduction of negative marking in the Preliminary Examination may not serve any purpose as cut-off mark may go down and merit order would not be affected. Besides, candidates belonging to poor and rural background would be adversely affected.

1.2.4.4 **Introduction of Essay**

While the Commission agreed to introduce an essay paper carrying 200 marks in the Main Examination, the Commission did not support the recommendation with regard to evaluation of this paper by two examiners. The Government accepted the proposal to introduce essay paper of 200 marks. They also agreed with the Commission's view that no special procedure be evolved for evaluation. The essay paper was introduced in the scheme of examination in 1993.

1.2.4.5 Deletion of Optionals

Regarding deletion of certain language literature subjects as optionals, the Commission agreed with this recommendation. Apart from these four languages, the Commission also recommended that Arabic, Persian and Pali be deleted from the scheme of examination. Though the Government initially accepted this proposal, they subsequently reconsidered this decision and decided to maintain the status quo.

1.2.4.6 Addition of Optionals

Regarding addition of certain subjects as optionals, the Commission did not agree with this recommendation. The Commission noted that while Animal Husbandry & Veterinary Science as a subject may continue to remain in the scheme of the Main Examination, it should be deleted from the Preliminary Examination. The Government, however, decided to introduce only Medical Science as an optional subject. Medical Science was introduced in the scheme of Preliminary Examination and Main Examination in 1995.

1.2.4.7 Interview for Personality Test

The marks for the interview test were increased to 300 in the year 1993. Regarding introduction of group discussion, the Commission did not agree on the ground of constraint of time. It was pointed out that such tests might be more appropriate for jobs such as marketing, rather than for Civil Services.

1.2.4.8 Eligibility Criteria

The Government decided not to accept the recommendations and decided to have the upper age limit of 28 years and the number of permissible attempts as four. Since the Government had already taken a decision on these two recommendations and the decisions were implemented from 1990 examination, the Commission did not offer any comments on these recommendations.

1.2.4.9 Reducing Duration of Examination

The Commission decided that various possibilities of reducing the time taken for completing the various stages of this examination would be examined by them. The Government agreed with the Commission and requested them to take action expeditiously. Regarding opening new centres, the Commission agreed with this recommendation but at the same time various factors which are

required to be kept in view while opening new centres were also brought to the notice of Government. The Government accepted the recommendation.

1.3 THE STRUCTURE AFTER THE SECOND REVIEW COMMITTEE.

Table 1.2
Structure of Civil Services Examination w.e.f. 1993 Examination

Preliminary Examination	
One paper in General Studies	150
One optional subject (Out of a list of 23 subjects)	300
Main Examination	
Paper I	English (Qualifying nature and of Matric Standard)	300
Paper II	Indian Language (Qualifying nature and of Matric Standard)	300
Papers III & IV	General Studies	600
Paper V	Essay	200
Paper VI & VII	*First optional subject	600
Paper VIII & IX	*Second optional subject	600

*(Out of a list of 51 optional subjects)

The General Studies, Essay and Optional papers can be answered either in English or any of the Eighth Schedule languages while the Question papers are set only in English and Hindi.

Interview	300
Total marks	**2300**

The number of attempts permissible is four for the General category candidates and 7 for the OBCs. There is no limit on the number of attempts for SC/ST candidates. From 1999, the upper age limit for appearing at the examination has been increased to 30 years for the General category, 33 years for the OBCs and 35 years for the SC/ST category candidates.

1.4 TO SUM UP

The foregoing summary of the recommendations of the two previous Review Committees gives a benchmark for the Third Review Committee. Hence, it has been given as a backdrop to serve as a starting point for reviewing the scheme as it exists presently, in the context of the mandate of this Committee.

CHAPTER 2

THE THIRD REVIEW COMMITTEE

2.1 The Need for Review

2.1.1 The present system of recruitment through the combined Civil Services Examination was recommended by the Kothari Committee (1979), and has largely remained the same but for some changes introduced in the year 1993. following the Satish Chandra Committee recommendations. During the last two decades, the administrative environment in the country has changed considerably. Liberalisation of the economy, globalisation and advancements in the field of technology have opened up new vistas of development. Because of these developments, the work environment has also been transformed and the bureaucracy, which had a regulatory/controlling role in the pre-liberalistion era, has now to play more of a facilitating role. Besides, in the era of coalitions, adherence of political neutrality and robust professionalism within the superior civil services has assumed greater importance. Since the pattern of the Civil Services Examination is twenty years old, the Union Public Service Commission decided to appoint this new Committee to review the same and recommend necessary reforms.

2.1.2 In September 1999, the Commission had set up a Working Group under Secretary, UPSC, to suggest the terms of reference of the Review Committee. The Working Group had members from the LBSNAA, Mussoorie, SVPNPA, Hyderabad, National Academy of Audit & Accounts, Shimla, Railway Staff College, Vadodara, and a representative from the Department of Personnel & Training. After a number of sittings and feedback from heads of Departments and cadre controlling authorities, the terms of reference of the Review Committee were framed.

2.1.3 The Commission notified the formation of the Review Committee on 19th July 2000 headed by Prof. Yoginder K. Alagh and comprising eminent persons from the fields of Academia, Public Administration, Management and Industry, and a representative from the DOP&T, as members. The Additional Secretary and Controller of Examinations, UPSC, was made the Member-Secretary.

2.2 Notification and Terms of Reference

2.2.1 The composition of the Committee, along with its Terms of Reference, is as follows:

1.	Prof. Yoginder K. Alagh, Vice-Chairman of Sardar Patel Institute of Economics and Social Research, Ahmedabad, former Union Minister of State for Planning and Implementation, Power and former Minister for Science and Technology (Independent), Member, Planning Commission, former Chairman, BICP, Secretary to the Government of India in the Ministry of Industry, Chairman, Agriculture Prices Commission and former Vice-Chancellor, Jawaharlal Nehru University, New Delhi.	Chairman
2.	Shri Tejendra Khanna, IAS (Retd.), former Lt. Governor, Delhi & former Secretary, Ministry of Commerce, Govt. of India.	Member
3.	Dr. B.P. Mathur, IA&AS (Retd.), Director, National Institute of Financial Management, Faridabad, and former Chairman, Audit Board and Deputy Comptroller and Auditor General.	Member
4.	Dr. Uddesh Kohli, Chairman & Managing Director, Power Finance Corporation Ltd & Chairman, SCOPE, and former Advisor, Planning Commission.	Member
5.	Prof. (Ms) Armaity S. Desai, former Chairperson, University Grants Commission, Delhi, and former Director, Tata Institute of Social Sciences, Mumbai.	Member
6.	Dr. N.R. Madhava Menon, Vice Chancellor, West Bengal National University of Juridical Sciences, Kolkata, & former Director, National Law School, Bangalore.	Member
7.	Shri D.C. Gupta, IAS, Additional Secretary, Department of Personnel and Training, Govt. of India.	Member
8.	Shri I.M.G. Khan, Additional Secretary, Union Public Service Commission,	Member-Secretary

2.2.2 The terms of reference of the Committee were as follows:

2.2.2.1   Evaluation of the effectiveness of the scheme in existence since 1993 in terms of suitability of the candidates selected, as demonstrated by their performance during training and on the job.

2.2.2.2   Measures for obtaining greater uniformity vis-à-vis the competitive elements of the examination.

2.2.2.3   Methods for improving the effectiveness and efficiency of the PT process and a review of the weightage for PT marks in the final total.

2.2.2.4   Review of the rules for the Civil Services Examination with particular reference to factors like age limit, number of attempts, educational qualifications etc. in the context of job and training requirements, etc.;

2.2.2.5   Feasibility of adopting an improved method of allocation of services aimed at achieving a closer match between the selected candidate and the requirement of the particular service. For this purpose, the possibility of providing fuller information to a candidate on the role and career prospects etc. of different services and the nature of duties to be performed by officers at various levels to enable them to make an informed choice, can be examined and methods for the same suggested. Further, to examine, whether with a common Main written examination as at present, differential assessment of candidates by Interview Board/Personality Test Board for determining relative suitability of candidates for different services can be a viable mechanism towards this end.

2.2.2.6 To examine desirability of associating the Union Public Service Commission with assessment of officers in terms of satisfactory completion of their induction training in the Training Academies/Institutions.

2.2.2.7 To suggest modifications/additions/deletions in subjects in the Preliminary/Main Examination.

2.2.3 It was stated in the notification that the Committee will be free to consider and make recommendations on any other aspect or measure which, in its opinion, has a bearing on the examination scheme. The Committee could also consider any other issue that may be referred to it by the Commission.

2.3 Methodology

Initial discussions in the Committee centered around understanding the issues and deciding upon a suitable methodology for executing its tasks. It was decided that, apart from data collection activities and eliciting views/feedback through meetings and visits, it would considerably enhance the effectiveness of functioning of the Committee if Working Groups were to be formed for examining major aspects of the task. The detailed examination of each aspect could be done better through these Working Groups, each of which would be headed by one of the members of the Committee, who could then associate eminent experts and opinion leaders in the concerned area.

2.4 Formation of Working Groups

2.4.1 Six Working Groups, each headed by a member, were set up by the Committee for the various subject areas, as shown below. The Committee and the Working Groups worked simultaneously.

No.	Subject	Headed by
1	Futures and other attributes of civil services	Chairman (Prof. Y.K. Alagh)
2	a) Experience of Non-Government Organisations and Government Networking, and Expectations of Interface. b) Experience of Human Resource Development Specialists in the Corporate Sector on Methods of Recruitment.	Prof. Ms. Armaity Desai
3	Attributes/Profile, Eligibility, Evaluation of Existing Scheme	Shri Tejendra Khanna
4	Examination Structure	Dr. Uddesh Kohli
5	Personality Test	Dr. N.R. Madhava Menon
6	Post-Examination Selection/training	Dr. B.P. Mathur

2.4.2 The details of the Working Groups are given in **Appendix II.**

2.4.3 The area of study assigned to each Working Group is discussed briefly below:-

2.4.3.1 The Working Group on "Futures and other attributes of civil services" headed by the Chairman of the Review Committee, Prof. Y.K. Alagh, undertook the task of defining the salient outline of the emerging civil society in India and the attributes and key competencies which would be required for the civil servants to discharge their functions effectively and efficiently in the wake of globalisation, challenges to sustainable development in view of India's endowments of human and natural resources, shifting of power from the Centre to States and to local bodies, and the withdrawal of the state from the commanding heights of the economy it had occupied.

2.4.3.2 The task assigned to the second Working Group, headed by Prof. (Ms.) Armaity S. Desai, related to experiences of NGOs, on the one hand, and the human resource development specialists, on the other. The task assigned was to have a feedback from NGOs about the current nature of governance, nature of interface between NGOs and the administrative structure at the grassroots and at various levels of government, and their expectations from the civil services. Further, the focus was on the role of the civil servants as facilitators on behalf of the deprived, especially in the wake of economic liberalisation. With respect to human resource development specialists, the objective was to identify the methods of recruitment in the corporate sector and to probe how attitudes were measured. The meeting of human resource development specialists was arranged by Dr. R.C. Datta, Head, Department of Personnel Management and Industrial Relations of the Tata Institute of Social Sciences; Mumbai.

2.4.3.3 The Working Group on "Attributes/Profile, Eligibility, Evaluation of the Existing Scheme" headed by Shri Tejendra Khanna was required to gauge the general perception of civil services today, and develop a profile of the type of civil servant needed for the future, including the essential and desired attributes, academic and professional knowledge, qualifications and skills. This Group was also asked to critically examine the issues of educational qualifications, age limits and number of attempts prescribed for this

examination, and suggest such changes as may be found necessary keeping in view the transformation of the administrative environment.

2.4.3.4   The Working Group on "Examination Structure" headed by Dr. Uddesh Kohli was given the work of suggesting an examination structure which would provide for a closer match of required competencies with job content. This Group was required to examine issues related to the written examination, both Preliminary and Main, like the need to orient testing systems to gauge analytical and problem solving, addition/deletion of optional subjects, academic standards, relative weightage of different papers, measures to ensure a level playing field and the medium of examination.

2.4.3.5   The task given to the Working Group on "Personality Test" under Dr. N.R. Madhava Menon was to examine the existing process of Personality Test interview and recommend changes to make it more effective. The main areas to be examined were to identify scientific methods to reduce the elements of subjectivity and variability in assessment by different Boards; to examine the effectiveness of various personality-testing tools available, e.g., personal interview, group discussion, structured psychological testing and other tests/exercises, constitution of PT Boards, weightage and minimum qualifying threshold, if any.

2.4.3.6   Dr. B.P.Mathur headed the Working Group on "Post-Examination Selection/Training" with a brief to examine the content of training, development of core competencies in officers, raising of academic and professional standards in the training academies and whether performance during training in the academy should be a factor in service allocation as well as the need to associate UPSC with the post-training evaluation of candidates.

2.4.4   In addition to the above Working Groups, the Committee at a later stage decided to constitute a Working Group to go into the weaknesses and inadequacies of the existing communication regime followed by the UPSC in respect of Civil Services Examination and suggest a revised strategy that would ensure fuller participation by the educated youth of this country in this competitive selection process. Accordingly, a Working Group, with the above brief, was formed on "Communication Strategy", which was headed by Shri Som Chaturvedi. In particular, the Working Group was required to look at the objective of

improving information content on the recruitment to the civil services from among people residing in rural and backward areas.

2.5 Data Collection and Feedback

In order to obtain views of the general public and certain select institutions and individuals on the existing scheme of Civil Services Examination and suggestions for making the scheme more effective, the Committee met a wide range of people from different walks of life and also elicited opinion from the public at large through the use of questionnaires. Two questionnaires were prepared. The first was sent to Training Academies, Cadre Controlling Authorities, Ministries, Universities, Public Service Commissions, State Governments, senior civil servants, public representatives, NGOs, etc. The second questionnaire, meant for the public, was published in leading newspapers all over the country in English and major regional languages. This was also put on the UPSC website. The Committee received nearly 300 responses to the first questionnaire and 5200 responses to the second. Thereafter, two special questionnaires were prepared. One was for the purpose of obtaining views and suggestions aimed at devising a better communication strategy for dissemination of information about the Civil Services Examination and for creating desired awareness among the aspirants across the country. The other questionnaire was part of a study aimed at evaluating the social cost of the Civil Services Examination so that effective measures can be adopted to contain the same. The four questionnaires are enclosed as Appendices III, IV, V and VI.

2.6 Meetings and Visits

2.6.1 The Committee benefited from the very useful inputs given by Lt. Gen. (Retd.) Surinder Nath, Chairman, UPSC, and other Members of the UPSC, viz., Shri P.C. Hota, Shri K.K. Madan, the late Dr. K.G. Adiyodi, Shri P. Abraham, Shri T.K. Banerjee, Ms. Arundhati Ghose and Dr. Om Nagpal, and wishes to place on record their appreciation of the same. To ascertain opinion from a broad spectrum of people outside the Commission, the Committee met eminent public figures and holders of high public offices, apart from bureaucrats, academicians, trainers, media persons, scientists and practitioners from the management field. The holders of high public office and well known pubic figures whom the Committee interacted with include Dr. P.C. Alexander, Governor of Maharashtra, Shri C. Rangarajan, Governor of Andhra Pradesh, Shri L.K. Advani, Home Minister, Shri Yashwant Sinha, Finance Minister, Shri Ram Vilas Paswan, Communication Minister, Shri Jaswant Singh, Minister of External Affairs, Shri Balasaheb Vikhe Patil, Minister of State (Revenue, Insurance

and Banking), Smt. Vasundhara Raje Scindia, Minister of State (Personnel and Training), Shri N. Chandrababu Naidu, Chief Minister of Andhra Pradesh, Dr. Bimal Jalan, Governor, Reserve Bank of India, Justice Venkatchaliah, Chairman, National Commission to Review the Working of the Constitution, Shri T.N. Chaturvedi, M.P., Dr. Nitish Sengupta, M.P., Shri Syed Shahabuddin, Shri K. Natwar Singh, Ms. Mohini Giri, Shri Sitaram Yechury, Shri Jairam Ramesh and Dr. Sankar Sen. Among the senior serving and retired bureaucrats, who shared their views with the Committee, were Shri N. Vittal, Central Vigilance Commissioner, Shri Yogendra Narain, Secretary, Ministry of Defence, Shri K.P.S. Gill, Shri Bhaskar Ghose, Shri S.J.S. Chhatwal, former Chairman, UPSC, Shri K. Raghunath, Shri S.R. Sankaran, Dr. Y. Venugopal Reddy, Shri P.V. Rajagopal, Director, Sardar Vallabh Bhai Patel National Police Academy (Hyderabad), Shri Munish Chandra Gupta, Dr. E.A.S. Sarma and Shri B.S. Baswan, Director, LBSNAA, Myssoorie. Among the scientists and educationists whom the Committee met were Dr. A.P.J. Abdul Kalam, Scientific Advisor to the Prime Minister, Shri N.P. Rajashekharan, Director, ICRISAT, Hyderabad, Dr. K.V. Raghavan, Director, Indian Institute of Chemical Technology, Hyderabad, Prof. Deepak Nayyar, Vice Chancellor, Delhi University, Prof. D.C. Reddy, Vice Chancellor, Osmania University, Hyderabad, Dr. Pramod Talgeri, Vice-Chancellor, Central Institute of English and Foreign Languages, Hyderabad, Dr. Amitava Bose, Director, IIM, Calcutta and Dr. D.L. Seth, Centre for Study of Developing Societies. Practioners from the private sector included Shri Sunil Durrani of Procter & Gamble, Shri Alex Emmanuel of Tata Liebert Ltd., Shri V.J. Rao of Tata Consultancy Services, Shri Bhupen Chakraborty of Tata Administrative Services, Shri Vineet Kaul of Philips (I) Ltd. and Shri Sujit Gupta of Tata Sons. Persons from media and journalism who shared their views with the Committee included Shri C.R. Irani of The Statesman, Smt. Urmila Gupta of Star TV and Shri Seshadri Chari of Panchajanya

2.6.2 Besides, the Committee also held discussions with senior civil servants (both serving and retired), academicians, scientists, the Chambers of Commerce (FICCI, ASSOCHAM, PHD Chambers of Commerce), the faculty, probationers and field officers in training academies like the Lal Bahadur Shastri National Academy of Administration, Mussoorie, Sardar Vallabh Bhai Patel National Police Academy, Hyderabad, and National Institute of Financial Management, Faridabad. The Committee also benefited from the views of faculty members of premier institutions like the IIM (Ahmedabad), IIM (Kolkata), West Bengal National University of Juridical Sciences, Management Development Institute (Gurgaon), the Administrative Staff College of India and the National Institute of Rural Development (Hyderabad), senior officers of RBI (Mumbai), the senior staff of Defence Institute of

Psychological Research, All India Management Association, Centre for Study of Developing Societies and the National Institute of Science, Technology and Development Studies. There were meaningful interactions with NGOs, journalists, representatives of various Services and cadre controlling authorities. Discussions with HRD managers from leading corporate houses at Mumbai, some of whom are mentioned in the foregoing paragraph, were of considerable value.

2.6.3 **Appendix VII** contains dates of meetings of the Committee and the Institutions visited and persons met by it.

2.6.4 The Committee also benefited from the study of several international selection systems carried out by two delegations from the UPSC, one headed by Hon'ble Chairman, UPSC, which visited France, U.K. and the USA, and the other headed by Hon. Member, UPSC, Shri P.C. Hota, which visited Singapore and Australia. Both these delegations have given an exhaustive account of the recruitment systems and methodology followed for appointments to posts in the civil service in these countries and the learning points have been duly noted. These form part of the Committee's deliberations and have been reflected in the relevant chapters in this report.

2.7 Special Studies and Projects

2.7.1 A special study was undertaken to assess the social cost of the Civil Services Examination (CSE) in terms of time, money and alternative opportunities foregone by lakhs of candidates in preparing for the examination, year after year. This study was conducted by Prof. Binod Khadria, Chairman, Zakir Husain Centre for Educational Studies, Jawaharlal Nehru University. For this purpose, two questionnaires were prepared, one for the students of JNU and the other for the students of IIT, Delhi, who were preparing for the Civil Services Examination. The sample size covered in this study was 100 from JNU and 40 from IIT, Delhi. Besides, the secondary data available with the Review Committee was made accessible to Prof. Khadria to make his analysis.

2.7.2 A consultancy project has also been taken up by the Defence Institute of Psychological Research on behalf of UPSC for working out details of the proposed psychological/group tests recommended as inputs for personality testing, which are elaborated in Chapter 9 of this Report. The first consultative meeting was held in March 2001, as mentioned in para 2.8.2 below. The DIPR are presently in the process of preparing a detailed proposal for this project.

2.8 Workshops and Consultative Meetings

2.8.1 A workshop was held at the National Institute of Financial Management, Faridabad, on January 15, 2001, to draw the job profiles of each service and to list specific attributes required for each service. In this Workshop, experienced officers of various cadres were invited to discuss the job requirements or key roles/tasks which the new recruits are expected to perform in the next ten years, knowledge, attitudes and skills and other attributes required for each service.

2.8.2 A consultative meeting was held on the 19th and 20th of March 2001 at the Defence Institute of Psychological Research (DIPR), New Delhi. In this meeting there were retired civil servants who were well acquainted with personality test interviews in the UPSC, corporate HRD heads, psychological experts from universities and management schools, clinical psychologists, senior psychologists who conduct the SSB tests, and scientists of the DIPR. In this meeting, a broad consensus was arrived at: (a) to identify, categorise and prioritise the values and skills essential for public services in the changed environment, (b) to recommend validated scientific techniques which can be employed to measure the above values and skills in the candidates, and (c) to find out the best possible strategies and methods to administer the tests, given the constraints of time and resources on the one hand, and the large number of candidates on the other.

2.8.3 Four consultative meetings were held in the Commission's office on 20th April, 25th April, 9th May and 21st May, 2001 respectively, to frame the course outline of the three compulsory papers, proposed to be introduced under the new scheme.

2.8.4 In addition to the above, a consultative meeting was held on 28th May, 2001 at the Council of Scientific and Industrial Research, New Delhi, which was organised by the National Institute of Science, Technology and Development Studies, New Delhi, for working out the course outline of the proposed paper on Science, Technology and Society. This meeting was attended by eminent scientists from different parts of India.

2.8.5 Two more consultative meetings were organised, one on June 7, 2001 at the Management Development Institute, Gurgaon, and one on June 27, 2001, at the Centre for Study of Developing Societies, New Delhi, for working out the course outlines of the proposed papers on "Democratic Governance, Public Systems and Human Rights" and "Sustainable Development and Social Justice" respectively. These consultative meetings

were in addition to the Working Group meetings held in the Commission's office (to which eminent educationists were also invited) to suggest the broad outlines for these two papers.

2.8.6 Appendix VIII contains the names of participants of the above-mentioned Workshops/Consultative Meetings.

2.9 Inhouse Research and Analysis

The Commission made available to the Committee rich and voluminous data, which were obtained and processed by the in-house Research, Statistics and Analysis Unit of the Commission. Valuable sources of information included the socio-economic background of the candidates called for Personality Test (Interview) of the Civil Services Examination and the data regarding psychometric indices to monitor the quality of test items and the effectiveness of the tests administered, compiled by the Research, Statistics and Analysis Unit of the UPSC, the information collected from the candidates through Detailed Application Forms, feedback from the cadre controlling authorities, the reports and proceedings of the previous Review Committees, annual reports and journals.

2.10 TO SUM UP

The Committee attempted to obtain information and seek assistance from a wide spectrum of persons as part of their deliberative and decision-making process. The objective was to ensure that the maximum points of view were taken into account before firming up our recommendations. The feedback was rich and, in many cases, helped to reaffirm the direction of thinking of the Committee, as also to add some new directions. The Committee places on record its gratitude for the time and effort expended by all who accepted our invitation to participate in this major exercise and give us of their wisdom and experience.

CHAPTER 3

CURRENT PERCEPTIONS ABOUT THE CIVIL SERVICES

3.1 INTRODUCTION

3.1.1 The Committee in its interactions with persons drawn from public life, academia, media, Research and Training institutions, Chambers of Commerce and Non-Governmental Organisations, sought to consciously elicit views regarding perceptions about the functioning of the higher civil services in the country, since recognition of the strengths and weaknesses which have manifested themselves in the higher civil services, and the relationship of these to the present modalities of recruitment, would be necessary for strengthening the positive features and remedying the weaknesses.

3.1.2 It is widely acknowledged that the All India Services and other higher Central Services have collectively contributed positively to the stability and predictability of the system of Governance in the country. These civil services have networked well within themselves and have strengthened the fabric of the country's unity and integrity. To most serious commentators of the Indian scene, in the first half of independence, they are seen as a steel frame, rivetting the country together, pushing the national agenda and are generally considered an essential component of the basic institutional structure of the country. At the policy making level, the services have assisted in the development of an architecture of a welfare-oriented and progressive system – its implementation has, however, shown deficiencies. The Civil Services in India have also developed a strong service ethos which is based on the democratic and secular values of the country. Since recruitment to the higher civil services is based on merit and since the manner in which the recruitment is done through the Union Public Service Commission continues to command high credibility, there is a large degree of acceptance of their role and authority among the masses and despite all shortcomings, they are still perceived as being largely unbiased, fair-minded and reasonably competent. This perception has been strengthened by the democratisation of the services and the wider social, gender and regional base from which they come. There is hardly any third world country in which this has happened in this epoch.

3.1.3 The Indian Civil Services have also produced extraordinary women and men, who towered in the first half century after independence. They have been persons of letters, of

the arts and of history. They have conceived and implemented green revolutions, given extraordinary ideas in health, education and literacy. They have protected the tribal and the dalit, fashioned her/his rights and fought for them. They have developed new concepts of finance, scrutiny and audit of public expenditure. They have given impetus to scientific and agricultural research. They have fashioned and followed through the nation's global agenda. They have followed through its deepest dreams of a multireligious, multiethnic society, inherited from its freedom struggle, by both creatively strengthening its democratic and reconciliatory edifice and fighting those who would destroy it by violence. They have been at the heart of the young democracy's struggle for fashioning the velvet glove and the mailed fist. There have been women and men in India at the highest echelons of its ruling classes, who have been scrupulous on the use of every paisa of public money, whose picture has never been published in newspapers at public expense and some of them have died on account of neglect. They have, however, been the exception, not the rule.

3.2 "Ruler" Mind-set

3.2.1   The feedback received by the Committee from various cross-sections of people with whom the Committee had interacted shows that with the strengthening of democratic decentralisation, while aspirations of the people have grown the members of the Civil Services have tended to show a mind set which is not of service providers. One of the facets of this mind set is the lack of accessibility qua the ordinary citizens who approach them at the cutting edge level for the redressal of their grievances and difficulties. Even the key field officers like the District Collectors and Superintendents of Police in many cases are found to be inaccessible because of pre-occupations with meetings, tours, and other engagements. Similar has been the perception with regard to officers of higher levels of policy making in the Secretariat. This lack of accessibility to the public had led to the civil servants remaining aloof from the day-to-day problems of the common citizen in an aspiring society.

3.2.2   A second facet of this mind-set is the perceived arbitrariness in and non-transparency of decision-making. While rejecting a petition or application from a member of the public, speaking orders are seldom recorded and one-line rejection letters handed down which do not cite, in any intelligible manner the reasons for rejection.

3.2.3   The third facet is the perception of absence of courteous and humane behavior on the part of Government functionaries at various levels when the applicants approach for redressal of their grievances. It has been represented before the Committee that such

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applicants are treated, many a times in a manner devoid of understanding, patience or positive frame of mind which would be necessary for solving problems, thus giving rise to a perception of civil servants having an insensitive mind set.

3.2.4 The fourth facet of the mind-set is evidenced by the fact that persons in the higher civil services, instead of acting as reliable custodians of the country's Constitution and Laws in the matter of rendering equitable, fair and efficient service to the people of the country, are now perceived to be preoccupied with their own survival with vested interests. This has generated perceptions of lack of objectivity and propriety in decision making in bureaucracy.

3.2.5 The same mind-set is also reflected in a lack of concern for the needs of the weaker sections of society, especially while dealing with issues of implementation when they clash with the interests of influential persons in society. The objectives of justice, fair play, development and welfare, vis-a-vis the weaker sections, tend to suffer by default. Likewise, when moves are initiated by NGOs and grassroots community based organisations to usher in progressive social change, some civil servants in authority are perceived to be suspicious of the bonafides of such movements and seek to either discourage them as amateuristic or quell them as invasive, which is quite contrary to expectations from them as champions of reform. Instead of welcoming the rising levels of social awareness among the people (which would enable them, ultimately, to be in a better position to help themselves, rather than remaining dependent on the government machinery for social change), persons in authority feel threatened at the disturbance of the status quo.

3.3 Negative Orientation

3.3.1 Another prominent behavioural trait mentioned to the Committee by a large number of persons, is the generally Negative Orientation of the persons in the higher civil services. Instead of considering the propositions, which may have been put forward by an applicant, with an unbiased and open mind and searching to see whether some way could be found, within the overall policy framework to solve the problem, officers generally use counter-arguments for not acceding to the proposal before them. Display of pragmatism and adoption of a positive problem-solving attitude are the exception rather than the rule within the administrative system today. Non-performance gets encouraged by the misplaced notion that one way of avoiding the possibility of getting into any trouble with Vigilance/CBI is to take no decisions beyond a conservative interpretation of existing rules and regulations.

3.3.2 The third major feedback by way of current perceptions about the country's higher civil services is the distinct decline in the standards of integrity as against expectations from the higher civil services. High standards of financial integrity, which should be upheld both by the political executive and by members of the higher civil services, while dealing with public resources have shown a noticeable decline. In the recent past, the existence of extensive regulatory controls, such as by way of export and import licensing, industrial licensing, allocation of permits and quotas, the raising and lowering of domestic duties and taxes on different products, offered opportunities to the venal among those administering the regulatory set up to exercise discretion in favour of particular clients on ulterior considerations. Likewise, the chanellisation of large amounts of development funds through official agencies for building up the country's socio-economic infrastructure also provided opportunities to dishonest officials to divert significant amounts of such funds into private coffers by entering into cosy deals with colluding contractors. Some representatives of leading NGOs who had recently had the chance to interact with young officers recruited into the higher civil services gave the feedback that some of the young entrants were candid enough to admit that they were joining the civil services for money, power and prestige and would not have any qualms about making money on the side, when the opportunity arose. Whereas, a generation ago there were only a few people in the higher civil service cadres who were known to have breached the code of honesty and integrity, today, the number of those whose integrity can be fully vouchsafed are considerably fewer. It was also mentioned to the Committee that one of the reasons why the decline in ethical standards within the civil services has become widespread is that the defaulters are not being visited with any effective and timely penal consequences which encourages such elements in the civil services in the States as well as at the Centre.

3.4 Decline in Professionalism

3.4.1 The next major area of feedback concerns the decline in the level of professionalism within the higher civil services. When these services were constituted under the relevant Constitutional and statutory provisions, the intention was that members of the higher civil services will be able to work together as a closely networked fraternity with commitment to certain core values of rendering ethical service to the country and to upholding the national interest under all circumstances. Over the last few decades, there has been significant erosion of the "Esprit De Corps" within the higher civil services. While some members of the services have maintained their firm commitment to high standards of ethics and to the service of the nation, many others have breached these codes of professional

conduct and have entered into unethical, symbiotic pacts of convenience and mutual accommodation with influential politicians, business interests, etc. The raising of age limits for entry into the higher civil services has also led to the induction of older persons who bring with them less of idealism and more of worldly-wise attitudes along with the insensitivity to corrupt practices within the system. Furthermore, the initial period of service, which plays a crucial part in moulding the mental orientation and ethical and professional value system of civil servants, has not been receiving the attention it deserves. Resultantly, many young officers spend their initial years of service under the tutelage of poor "Role Models" and imbibe a pattern of working which is both unprofessional and unethical. During field training, trainee officers can also be affected by attitudes of role models to social issues such as 'dowry'.

3.4.2 One of the key elements of a high level of "Esprit De Corps" within a group of people is the importance which a member of the group ascribes to peer group approval and peer group opinion. When there is such sensitivity, individual members of the group try to conduct themselves in a manner which conforms to the value system and professional ethics of the group. However, when members of the group become indifferent as to how their actions are being perceived and rated by their peer-group colleagues, it is evident that group cohesion has been eroded. In such a situation, members feel free to indulge in deviant behaviour without fear of or concern about possible peer group disapproval. The perception is that in the last few decades, the internal informal regulatory mechanism within the civil service system arising from peer group approval/disapproval, has been enormously weakened. It has been brought to the attention of the Committee that the system of "Handing Over Notes" which was elaborately present earlier is now in disuse. A Collector or a senior officer would earlier go to great pains to set down his/her experience for the successor. Now the incumbent, sometimes a political acolyte is in a great hurry to occupy the seat.

3.4.3 A good professional is expected to display a high degree of self-reliance and self-motivation in his/her working, to remain well-versed in the knowledge and skill requirements of the job and to speak out his/her mind with honesty, clarity and lack of ambiguity at all times. Many of today's civil servants display intellectual sluggishness and lack of learning capacity necessary for acquiring new knowledge and thereby manifest a flattening of their learning curve. The interest of younger civil servants in serious reading for acquisition of new knowledge, both within and outside their immediate/current area of

professional duty, is perceived to have suffered a significant decline. At the same time, there are significant examples of civil servants who have displayed manifest professional competence being sidelined in the service and leading very productive careers after obtaining prestigious assignments in civil society outside the bureaucracy.

3.4.4 Alongside with expanding one's own knowledge base and developing a greater degree of specialisation to be able to discharge one's professional duties with competence, a good professional should be conscious that there is abundant wisdom and experience in civil society waiting to be tapped and should be willing to engage in such consultative processes in a pro-active manner. Most of our civil servants today suffer from an attitude that they are the repositories of all the wisdom and knowledge needed to deal with matters within their sphere of authority making them unreceptive to new ideas and impervious to innovations demanded from them in a dynamic administrative environment. As awareness grows in civil society and people become more articulate in expressing their views and opinions, professional civil servants have to become much more open, not only to listening to the views being articulated by civil society, but also to tapping the expertise and experience of persons outside the formal framework of government departments, such as academia, media, practising professionals, NGOs.

3.4.5 The notion that a civil servant has already learnt whatever he needs to know and need not exert himself to update his knowledge and understanding of the new developments impinging on his sector of activity, reflects an attitude of complacency and lack of intellectual alertness, the latter being one of the defining characteristics in a true professional. In this context, since scientific and technological developments have had and continue to have a pervasive effect of all facets of human life, basic familiarity with such developments and their implications on the evolution of human societies should be considered to be an essential element in the knowledge armoury of a member of the higher civil services. That a good professional has to maintain a life long interest in expanding his learning and knowledge base cannot be over-emphasised.

3.4.6 As we are evolving towards an age of greater specialisation and fields of knowledge are becoming increasingly differentiated, it would appear inevitable that within the civil services also after gaining general experience during the first 8-10 years of service, civil servants should be encouraged to pursue areas of specialisation of their interest. These could include sectors such as management of public finances, economic and commercial management, rural development and agriculture, management of social services such as

health and education, personnel management and the management of law and order and internal security. Authorities responsible for managing the civil services would have to oversee the shift towards greater specialisation within the civil services cadres, through the provision of appropriate training opportunities and posting of the trained officials in their fields of specialisation.

3.4.7 Another basic feature of professionalism is the maintenance of intellectual honesty at all times. If a civil servant refrains from giving his correct assessment about a situation because of an apprehension that what he says may not be palatable to his official or political superiors, he cannot be considered to have discharged his duties appropriately and it is imperative to create an environment conducive to that end. Some of the interlocuters who appeared before the Committee, even went to the extent of mentioning that intellectual dishonesty in a civil servant can, at times, be worse than pecuniary dishonesty. The governance system in the country has suffered many setbacks because of the failure of some civil servants to give their independent professional advice to the political executive in an objective and fearless manner. This growing concern needs to be addressed seriously to identify reasons and take corrective action suitably.

3.4.8 A further dimension of independent professionalism in the civil services pertains to the need for civil servants to maintain political neutrality while exercising their vested authority. Since India is a multi-party democracy and successive elections can throw up governments of different political complexions, permanent civil servants can enjoy credibility and reliability in the eyes of political executives of different hues, only if they consistently conduct themselves in a politically neutral manner. A practical example of this would be in the matter of distribution of relief during a natural calamity to all affected persons, irrespective of their political leanings and affiliations. In the 1970s, there was a talk in the ruling political circles that the bureaucracy should be "committed". However, such a commitment cannot be towards a particular political ideology but only qua the country's Constitution and laws. While the ruling political party may amend certain policies which fall within their executive or legislative competence and the civil service would be obliged to diligently carry out such amended policies, they have to invariably maintain a politically neutral stance and not discriminate against members of the public having a political orientation at variance with that of the ruling party. The wisdom of this constitutional requirement is underlined in an era of coalition politics. Acceptance of this wisdom would

save the nation the pain of senior civil servants being hounded and jailed, at timees, as soon as Governments change.

3.4.9 A worrying phenomenon, which has seemingly become more pronounced of late, is the caste/provincial/regional parochialism exhibited by some members of the higher civil services. The tendency to favour colleagues belonging to the same caste/regional or linguistic group, implies that those not belonging to such a group will suffer inequitable treatment. This would be a clear breach of professional objectivity and of the promise of equal protection under the laws for all citizens of the country, as guaranteed by Article 14 of the Constitution.

3.5 Independent Boards for Postings and Transfers

3.5.1 Eminent people from different walks of life, who have appeared before the Committee, have expressed their serious concern about the high degree of arbitrariness in the matter of postings and transfers of senior civil servants, which results in sub-optimal utilisation of human resources. Postings and transfers have become a tool in the hands of the political executive to force civil servants to comply with their diktats. Those who show flexibility in going along with the directions of their political masters, irrespective of their legality and propriety, are rewarded with choice postings, while those who refuse to compromise their professional independence, honesty and integrity are sidelined and penalised by having to suffer frequent changes in their assignments. It was pointed out that the average duration of posting of a civil servant in some States has come down to eight months, whereas in some of the better administered states, the average length of posting has been in excess of three years. Even at the level of Secretaries to the Government of India, who are meant to be the highest civil service policy advisors in their departments, the average tenures have declined significantly and even highly rated professionals having international credentials have been moved out prematurely and precipitately, because of differences with their political superiors. In this context, the pressing need to insulate the higher civil services from the vagaries of arbitrariness and political likes and dislikes by vesting the authority for their postings and transfers in independent Civil Service Boards consisting of service professionals of high integrity and standing, has been emphasised.

3.6 Weeding out "Dead-Wood"

3.6.1 Along with providing for sufficiently long tenures of postings to enable civil servants to make positive contributions to their appointments, it was also stressed before the Committee by senior civil servants that there is a dire need to weed out "dead-wood" from

the higher civil services. It was mentioned that this "deadwood" acts as drags on the efficiency, morale and ethical standards of the governance machinery. The protection given to civil servants under Article 311 of the Constitution to enable civil servants to work fearlessly and independently has generated a feeling among a section of the civil servants that irrespective of their adverse performance, they will not be visited with negative consequences and will be able to last out in the civil service up to their normal age of retirement, notwithstanding serious acts of commission and omission indulged in by them. Though provisions exist in the Service Rules for this purpose (i.e., weeding out deadwood), these have not been effectively implemented. It was felt that more effective procedures should be introduced for identifying and weeding out "dead-wood" from the higher civil services. While such elements remain in the civil services they act as negative role models and weaken the professional and ethical standards of the civil services as a whole.

3.7   TO SUM UP

From the above feedback regarding perceived weaknesses of the higher civil services today, it is clear that remedial steps need to be put in place both at the stage of initial recruitment to the civil services as well as at the post recruitment and induction phase. It should be possible to find and select candidates who combine intellectual competence with a strong ethical value system and a positive public service orientation. This feedback was important for the Committee while considering the issues of methods of recruitment and training for the civil services aimed at finding persons with appropriate intellectual capacities, values and attitudes and training them for an effective role in the civil services in today's environment.

CHAPTER 4

THE EXISTING SCHEME – A CRITICAL ANALYSIS

Before an evaluation of the existing scheme and its impact on the base and profile of the higher civil services is attempted, it would be necessary to set out certain criteria against which evaluation could be done. These criteria could broadly include the following:

i. Has it brought about improvements in intellectual standards and competence of persons selected?

ii. Has the social base of recruitment become wider?

iii. What has been the impact in terms of standards and quality of persons selected on account of the policy pertaining to medium of examination?

iv. Whether there is evidence of predominance of certain academic streams among the persons selected?

v. Whether there is evidence of predominance of certain educational institutions/universities among selectees?

vi. What has been the impact of interview based personality test on the final selection in terms of suitability of candidates for the job;

vii. What has been the effect of changes in the age limits and number of chances and their effect on the quality of young recruits?

viii. What has been the impact of various policy instruments?

ix. What is the social cost of this Examination and what are its consequences?

4.1 INTELLECTUAL STANDARDS

4.1.1 The Civil Services Examination has always attracted candidates with higher intellectual standard and competence. The number of selectees with degree in first class was only 30% in the 1960's, which went up to 50% in the 1970's and 65% in the 1980's. In the last decade, more than 70% selectees had a first class degree, about 60% were graduates, 35% had done post-graduation and the remaining selectees were research scholars.

4.1.2 **Comparison of marks scored by selectees in the UPSC Examination and the LBSNAA during probation**

For evaluating the effectiveness of the present scheme of examination, the outcomes of testing by the UPSC and that by the LBSNAA in respect of selectees of examinations held

from 1995-97 were compared by using different statistical tools. An analysis of marks obtained in both the processes has been carried out to find out the extent of relationship between them. It is found in the study that during all the three years (1995, 1996 and 1997) there exists a positive correlation between marks obtained by the candidates in the UPSC and those awarded by the LBSNAA, thereby validating the outcome of the UPSC Examination, insofar as the selected candidates are concerned. No comparison with those "left out" could however be made so that we cannot know whether a few nuggets slipped through the mesh. All that we can say is that the standard of evaluation of academic performance and PT interview at the UPSC and the standard of evaluation of academic performance/on the job field training of the candidates at the LBSNAA are positively related.

4.2   SOCIAL BASE

The place of birth, place of school/college education, and type of school attended by the selectees, the nature of employment, income group, education and place of residence of parents have been taken into consideration, for analysing the social base of recruitment. (Detailed statistical tables in this regard are at **Appendix IX**). The findings reveal an interesting picture:

4.2.1   Place of birth

In the 70's, the selectees from villages showed a steady increase from 18% to 30% whereas the number of candidates from cities which was around 65% declined to 50%. Similarly, the number of candidates from towns showed an increase from 15% to nearly 20%'. In the nineties, however, this trend was reversed with the percentage from villages showing a decrease as compared to the eighties. The gainers seem to be not the large cities but the district and tehsil level towns.

Table 4.1
Distribution of selectees on the basis of place of birth

Place of birth	Eighties (%)	Nineties (%)
Village	36	29
Town	37	48
City	27	23

Source: Socio-economic data of Research & Analysis Wing of UPSC and Satish Chandra Committee Report

4.2.2   School education

4.2.2.1 The figures (Table 4.2) show that the selectees who had their school education in either villages or large cities have gone down in the last decade. Against decrease of

candidates from villages and cities, we see a corresponding increase of candidates from the district/tehsil level towns.

Table 4.2
Distribution of selectees on the basis of place of school education (in %)

Place of school education	Eighties	Nineties
Village	23	19
Town	40	53
City	37	28

(Source: Socio-economic data of Research & Analysis Wing of UPSC and Satish Chandra Committee Report)

i.2.2.2 During the late seventies, a majority of the selected candidates were found to have attended government schools. The contribution of government schools, however, came down from 70% to 63% in the nineties with a corresponding rise in the number of contribution of public/missionary schools. Overall, however, the dominance of government-run schools remains.

Table 4.3
Type of School attended by selectees during last 30 years (in%)

Type of school	Seventies	Eighties	Nineties
1	2	3	4
Govt./Central/Other	70	71	63
Public/Missionary	30	29	37

Source: Socio-economic data of Research & Analysis Wing of UPSC. Satish Chandra Committee Report and the Golden Jubilee Souvenir (1976).

4.2.3 College education

It was observed that a majority of the selectees had their college education in state capitals and metropolitan cities in the eighties. However, the situation changed in the nineties when more graduates from colleges/universities in district towns started coming into the civil services.

Table 4.4
Distribution of selectees on the basis of place of college education

Place of college education	Eighties (in%)	Nineties (in%)
Village	7	4
Town	33	46
City	60	50

Source: Socio-economic data of Research & Analysis Wing of UPSC and Satish Chandra Committee Report.

4.2.4 Background of parents

4.2.4.1 Education: The system has been able to attract bright young people from the less advantaged sections of society. It was seen that even in the nineties, about five per cent of the fathers/guardians and about 17% of the mothers of the selectees had no

school education. In 1999, while 73% of selectees' fathers and 38% selectees' mothers were graduates and above, almost a fourth of the selectees' fathers/guardians only had matriculation level qualification or below, indicating the degree of successful participation from among the deprived sections of society, at least in terms of education.

4.2.4.2 **Employment:** A majority of the parents of the selectees were government/ semi-government employees. Only 10% to 14% of the parents were agriculturists. Over the years, the parents of selectees from civil service background has remained around 10%. Apparently, there remains a strong influence of tradition in matters of employment and career choices.

Table 4.5
Employment status of the parents of the Selectees

	Profession	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
	1	2	3	4	5	6	7	8	9	10	11
1	Agriculture	13	13	14	11	14	13	15	14	10	12
2	Industry/Business	7	6	7	7	8	8	9	10	10	9
3	Civil services	9	11	11	13	11	11	13	7	10	11
4	Education	14	12	14	14	14	12	11	13	14	14
5	Govt./Semi Govt.	40	39	39	38	37	37	37	41	39	37
6	Professionals	12	13	11	12	11	14	12	11	12	11
7	Others	5	6	4	5	5	5	3	4	5	6

Source: Socio-economic data of Research &Analysis Wing of UPSC

4.2.4.3 **Income group:** In the 1970's, the lower income group constituted around 35% of the selectees; the middle income group constituted more than 40% while the higher income group ranged around 20%[2]. In the 80s, there had been a decline of 10% of the selectees from the lower income group. In the last decade, it has further gone down by another 5%. Similarly, there has been a marginal decrease in the percentage of selectees from the middle-income group also. Correspondingly, there has been a steady increase in the HIG category from 35% to 45% in the last decade. The increasing cost of passing the examination, including the larger span of years allowed for taking the examination, and the cost of private tuition, could be some of the plausible factors operating against those from the lower income categories. (Also see paragraph 4.9 below)

[2] Goldl... , . .. .197.

4.2.4.4 **Residential background:** In the last decade, only a little more than 30% of the selectees' parents had their residence in the rural areas (village and tehsil), while for those whose parents resided in the district towns, the percentage was about 35% and for the metros and state capitals, this was around 30%. This, seen against our demographic profile (which is predominantly rural), points to the lack of facilities and opportunities, and even perhaps information, for potentially suitable candidates residing in our vast rural areas.

Diagram 4.1
Place of Residence of Parents of Selectees (1990 to 1999)
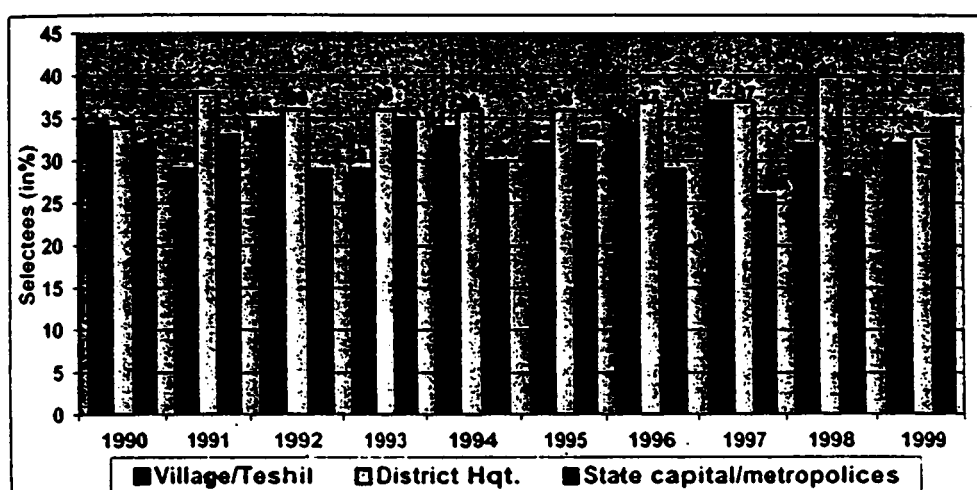
Source: Socio-economic data of Research & Analysis Wing of UPSC

4.2.5 Improvement in standards of candidates from weaker sections

4.2.5.1 An increasing number of candidates from SC/ST categories are coming in the general merit list, without availing reservation benefits (Table 4.6). This is a very positive development as it shows that the gap between the general and the reserved category candidates has been gradually decreasing. It is also significant that the difference between the cut off marks for the general candidates and the reserved categories has been decreasing over the years. In the last decade, there has been an increase of SC/ST candidates who have qualified at general standard, from less than 1% of all selectees (in 1990) to 3% (in 1999)[3].

Table 4.6
Reserved category selectees figuring in general merit

Category	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
1	2	3	4	5	6	7	8	9	10	11
SC	0.6	1	0.7	0.9	1.1	0.5	1.8	0.8	1.5	2.4
ST	0.2	0.2		0.1	-	-	0.3	0.5	0.4	0.7
OBC					4.5	4.2	5.3	7.9	6.0	7.3

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4.2.5.2 The marks obtained by rural and urban candidates in the Main Examination as well as in the Personality Test during the last three years out of five are almost at par. However, it must be recognised that even "rural candidates" would go to the district/State headquarters for their college/university education and, therefore, would also have some urban influence.

4.2.5.3 The decadal improvement in average marks among those who stood first in the Civil Services Examination in Scheduled Caste and the Scheduled Tribe categories is better than the improvement in average marks of the candidates who stood first among the General category.

Table 4.7
Decadal improvement between 1980-89 and 1990-99

	Top rank holder	Last rank holder
General	0.26	1.99
SC	0.55	2.74
ST	1.51	3.04

Source: Satish Chandra Committee Report and Examination Data of UPSC.

4.2.5.4 A statistical analysis of the performance differential between selectees of different categories in the Civil Services Examinations for the last five years (1996 to 2000) shows clearly the narrowing gap in performance between each of the reserved categories and the general category[4].

4.2.6 Better performance of female candidates

4.2.6.1 An increasing number of female candidates have been entering the civil services. In the first two decades after Independence, female candidates constituted about one per cent to five per cent of the civil services selectees. Their percentage increased to 11.7% in 1970 and further touched 18.7%

Diagram 4.2
Female candidates appearing in CS (Main) Examination and recommended (in %) (1960-2000)
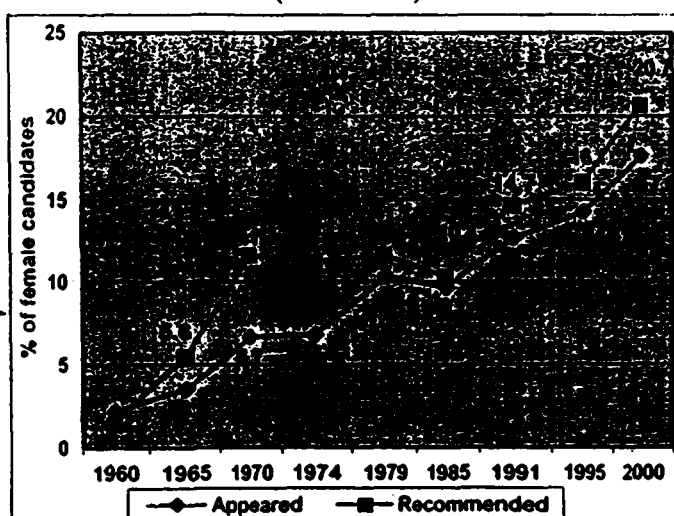
in the 1999 Examination. The rise in the women candidates appearing and selected in the Civil Services Examination have been depicted in the graph (Diagram 4.2).

4.2.6.2 Female candidates have increased in number and their performance factor (success ratio) has also been high as compared to the male candidates (Tables 4.8 and 4.9). An analysis of the 1999 Main Examination shows that out of 530 female candidates who actually appeared in the Examination, 77 qualified, thus registering a success ratio of 1:7. On the other hand, only 334 male candidates qualified out of 4,188 male candidates who appeared, thus showing a success ratio of 1:12. This pattern of significantly higher achievement by female candidates holds across all categories – reserved or general. The number of female candidates in the top 50 ranks has also increased from three in the 1997 Examination and ten in the 1998 Examination to 14 in the 1999 Examination. This number has further increased to 17 in the 2000 Examination maintaining the trend.

Table 4.8
Performance of female candidates in Civil Services Examinations

YEAR	Appeared in CS(P)			Recommended for appointment		
	ALL	FEMALE		ALL	FEMALE	
		Number	Percentage		Number	Percentage
1	2	3	4	5	6	7
1991	100848	12850	12.7	871	128	14.7
1992	173777	22481	12.9	763	77	10.1
1993	114651	16161	14.1	790	140	17.1
1994	130088	11847	9.1	705	99	14.0
1995	146803	20982	14.3	641	103	16.1
1996	120712	17005	14.1	739	1.06	14.3
1997	130198	19802	15.2	621	63	10.1
1998	122363	19909	16.3	470	90	19.2
1999	135086	23836	17.7	411	77	18.7

Table 4.9
Community/gender-wise success ratio in Civil Services (Main) Examination 1999

Community	Appeared			Recommended			Success Ratio		
	I	II	III	I	II	III	I	II	III
1	2	3	4	5	6	7	8	9	10
SC	701	647	54	63	53	10	1:11	1:12	1:5
ST	384	349	35	30	25	5	1:12	1:13	1:7
OBC	1279	1209	70	127	116	11	1:10	1:10	1:6
General	2354	1983	371	191	140	51	1:12	1:14	1:7
Total	4718	4188	530	411	334	77	1:11	1:12	1:7

I = Total   II = Male   III = Female

4.2.7 The number of candidates appearing in the Civil Services Examination is increasing over the last 50 years. This is also an indicator of the widening base of recruitment since the rate of increase in candidates is much ahead of the rate of increase in population and other indicators.

Table 4.10
Number of candidates appearing in CSE from 1951 to 2001

S.No.	Year	Candidates appeared
1	1951	3233
2	1955	4541
3	1960	5873
4	1965	4501
5	1970	6730
6	1974	14048
7	1980*	55375
8	1985	92668
9	1990	158074
10	1995	146803
11	2000	119395
12	2001	138240

*From 1979, two-stage examination was introduced, viz., Preliminary and Main.
Source: Data of Research &Analysis Wing of UPSC

4.2.8 Opening of more centers : There were 9 centres for conducting the Civil Services Examination in 1950 which increased to 41 in 1991. Opening of new centres from time to time (location-wise has been shown in **Appendix X**) was a deliberate policy to reach out to a wider pool for appearing in the examination. There has, however, been a virtual freeze on opening of new centres since 1991, largely on administrative grounds.

4.2.9 Trends

4.2.9.1 Increased representation of selectees from smaller towns, continuing predominance of government school products, selection of bright children of agriculturists, less educated parents, increase in selection of reserved category candidates at general standards, higher representation of female candidates and so on are all positive trends in the last few decades. These trends also indicate a certain degree of widening of the social base of recruitment.

4.2.9.2 The relaxations in age and number of chances definitely increased the cumulative private cost of taking the examination. The sample study done for the Committee assesses this cost at roughly Rs.6400 crore per annum by stock estimates (See para 4.9.1.1), which works out to Rs.13 crore approximately per selected candidate. As

per the study, the yearly average total cost of preparation by a candidate works out to Rs.52,297/- for a JNU graduate and Rs.1,62,095/- for an IIT Delhi graduate (the difference is largely accounted for by the differences in opportunity costs). This cost cannot be borne by families in the lower income group, which could be the reason why their representation has fallen. As seen later (in Chapter 7), with a little relaxation in cut off points, such candidates would make the grade at an early age.

4.3 IMPACT OF MEDIUM POLICY

4.3.1 Presently, the medium of writing the Essay, General Studies and Optional papers is either in English or any one of the Indian languages mentioned in the Eighth Schedule. This provision came into existence in 1979.

4.3.2 The objective of introducing Indian languages as media of examination was to make the system more accessible to the candidates with a rural or less privileged background like the SCs and STs. In the seventies, there was a steady increase in the percentage of candidates using Indian languages as a medium. Over the years, the use of Hindi and other Indian languages as a medium for this Examination, which was approximately 20% in the Essay paper and 10% in General Knowledge paper[5] in the 1970's has increased significantly not only with respect to compulsory papers like General Knowledge but also for the optional papers (Table 4.11). The share of Indian langauges other than Hindi as medium of examination has, however, been negligible, as this was less than 5%. To sum up, it can be concluded that the overall objectives of the medium policy have been met to some extent. Candidates using English medium continue to have a higher success ratio in comparison to the candidates with other Indian languages as medium, but the changing trend in favour of Hindi and other Indian languages is noticeable.

Table 4.11
Distribution of candidates (in %) choosing different language media

1	1995			1996			1997			1998			1999		
	I	II	III	I	II	III	I	II	III	I	II	III	I	II	III
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
English	67.9	81.4	84.9	67.9	61.0	83.7	87.9	78.2	83.2	61.7	75.6	77.3	64.8	81.6	85.9
Hindi	29.2	15.6	11.4	29.6	35.3	12.1	8.5	18.1	13.3	34.8	19.5	16.9	31.3	13.7	8.5
Other Indian languages	2.8	3.0	3.7	2.6	3.7	4.1	3.6	3.6	3.5	3.4	4.9	5.8	4.0	4.7	5.6

I = Appeared in Main Exam.   II = Qualified in Main Written Exam.   III = Finally selected

4.4 PREDOMINANCE OF CERTAIN ACADEMIC DISCIPLINES – THE EVIDENCE

This feature can be analysed by two parameters, the academic discipline pursued by the candidates in college/university and the optional subjects opted by them for the Civil Services Examination.

4.4.1 Academic discipline:

The table gives details of candidates from engineering and medical backgrounds entering civil services between 1990 and 1999. Thirty-seven percent of the selectees belonged to the engineering stream and six per cent to the medical stream during the last decade. Remaining 57% candidates belonged to arts/humanities, science and commerce streams. Among the

Table 4.12			
Selectees with technical/professional background			
Year	Engineers (In %)	Doctors (In %)	Others (In %)	Total selectees
1	2	3	4	5
1990	30	5	65	940
1991	36	6	59	871
1992	41	5	54	761
1993	36	6	58	790
1994	38	7	55	705
1995	37	5	58	641
1996	34	8	58	738
1997	41	5	55	621
1998	38	8	54	470
1999	35	7	59	411
Average	37	6	57	

three, the arts group constituted about 32% while science and commerce constituted 20% and 5% respectively. However, in the eighties, the percentage of engineers had been around 20%, while those of the doctors around 4% and the "others", viz., arts/science/humanities/commerce, constituted more than 70% of the selectees.[6] Clearly, the last decade has seen a better showing by engineers and doctors.

4.4.2 • "Effective"/Preferred Optional subjects: Let us now look at the details of various combinations of optional subjects opted by the candidates in the Civil Services (Main) Examination in the last five years. **(Appendix XI)**. The following patterns emerge:

4.4.2.1 The following Optional subject combinations were preferred by a large number of candidates.

i) History and Hindi Literature/Anthropology/Public Administration/ Geography/Philosophy.
ii) Mathematics and Physics
iii) Public Administration and Anthropology/Sociology

4.4.2.2 The most "effective" combination (in terms of success in the examination) of Optional subjects for the period 1995-99, however, were:

i) Mathematics and Physics
ii) Mathematics and Engineering (Civil/Mechanical/Electrical)
iii) Public Administration and Sociology/Commerce/Law/Anthropology/ Economics
iv) History and Anthropology/Sociology/Geography
v) Political Science with Sociology/Anthropology.

4.4.2.3 In the last five years it is found that History has been opted by the maximum number of candidates (18%), followed by Public Administration (10%), Anthropology (9%), Geography (8%) (refer **Appendix XII**), whereas the most effective optional subjects in terms of a higher success ratio are Medical Science, Physics, Psychology, Management and Mathematics (refer **Appendix XIII**).

4.4.2.4 In other words, though a large number of candidates were appearing with arts subjects, their success ratio was not commensurate with their numbers. On the other hand, candidates opting for Science, Engineering and Medical subjects showed a higher success ratio. This trend has been continuing in the last decade or more. The UPSC do have mechanisms for moderation and scaling and they have taken steps to update the syllabi and bring the question papers on a uniform pattern with the aim of ensuring provision of a level playing field for all the competitors. If, in spite of all these measures, the relative dominance of certain disciplines from the professional stream has continued, the reasons for this may lie in the fact that candidates who take professional courses for study are more likely to succeed given the nature of the examination scheme.

4.5 PREDOMINANCE OF CERTAIN UNIVERSITIES/INSTITUTIONS - THE EVIDENCE

4.5.1 Number of candidates qualified: On comparing the performance of universities/ institutes, which contributed the largest number of successful candidates in the top ten, of the Civil Services Examination during the period 1974-78 (pre-Kothari) and again from 1995 to 1999, it is observed that the largest number of candidates appeared from Delhi University alone during both the periods, and approximately 11% of the selectees were from this university. Other universities which figured in those top ten during 1974-78 were the Universities of Punjab, Allahabad, Madras, Calcutta, Lucknow and Patna followed by Rajasthan University. During the last 30 years, there has been a considerable change in the position of the universities/institutions in terms of contribution to the number of selectees

in Civil Services Examination, e.g., Punjab University, Chandigarh, which was at 2nd/3rd position during 70's came down to 7th place; Calcutta University which was at 4th/5th position was displaced to 18th position; Utkal University and Kerala University which were within first 10 positions could not figure even within the first 25 during any of the years in the last decade. Universities/Institutions which improved their position and came to the top ten by the end of the last decade were IIT Delhi, IIT Kanpur, JNU Delhi and Roorkee University. Let us take the IITs. In 1974, the performance of all IITs taken together was ranked eighth. However, the trend started changing in favour of the technical disciplines as an increasing number of students of these technical institutions appeared in and qualified the Civil Services Examination. In 1977, IIT Kanpur was ranked tenth whereas in the period 1995 to 1999, it was at third position just below IIT Delhi in terms of the total number of candidates qualified. (Details given in the table in **Appendix XIV**). The performance of Delhi University and Jawaharlal Nehru University products continues to be better than most and the non-technical graduate who comes through these avenues of higher education stands a much better chance of success in the current Civil Services Examination system than one who goes to other universities.

4.6 IMPACT OF PERSONALITY TEST

4.6.1 The objective of the present interview based personality testing is to assess the personal suitability of candidates, particularly their social traits, mental alertness, critical powers of assimilation, variety and depth of interests, ability for social cohesion and leadership, intellectual and moral integrity. But in reality, the present system more or less tests intellectual ability and does not test ethical and moral values. It is limited to finding out the general suitability of the candidates and is not designed to make differential assessment of candidates to find out their relative suitability for different services. This is done on the premise that the profiles of different services are more or less identical and there is hardly any significant point of difference between requirements in terms of personality from one service to another.

4.6.2 In the last decade, it is found that the candidates from the humanities and social sciences streams fared better in Personality Test than candidates from the engineering stream. On the other hand, candidates from the cities who had English medium tended to perform better in personality test in comparison to those from the rural areas with Indian languages as medium. Candidates who attended coaching classes also fared-better than those who did not. Obviously this aspect needs to be attended to in order to provide

everybody a level playing field. Designing of testing procedures which can assess the innate qualities in the candidates' personality and their sensitivities to social and ethical issues on a systematic basis, would be of far greater utility.

4.7 EFFECT OF CHANGES IN THE AGE AND NUMBER OF CHANCES ON THE QUALITY OF RECRUITS

4.7.1 The present scheme in its original form permitted three chances up to a maximum age of 28 years (reduced to 26 years between 1987 to 1989) for General candidates with some relaxations for the SCs and STs. Over a period of time, however, the policy in this regard has been fluctuating, as the following table would show.

Table 4.13
Upper age limit and number of attempts permissible for General category (1979 to 2001)

	Years of Examination	Upper age limit (Years)	Number of permissible attempts
	1	2	3
1.	1979* to 1986	28	3
2.	1987 to 1989	26	3
3.	1990	31	4
4.	1991	28	4
5.	1992	33	5.
6.	1993 to 1998	28	4
7.	1999 — 2001	30	4

*   Kothari Committee recommendations implemented

4.7.2 With the introduction of reservation for the OBC category, the Government's policy permitted an additional three chances for them with an equivalent relaxation in the upper age limit. In 1999, the upper age limits were again raised by two years. The UPSC and the civil services training institutions have consistently opposed the upward revision of age limits and number of chances, but the Government in their wisdom have found it necessary to persist with the same. A detailed analysis based on data available with the UPSC may be found in Chapter 7 (Eligibility Aspects), which clearly shows that the brightest candidates of every category, whether reserved or general, are to be found in the lower age groups and that they were successful in lesser number of attempts. Candidates from poorer groups would also find it difficult to keep on appearing in the Civil Services (Main) Examination for many years on account of the costs involved and this leads to considerable inequity. The net result of this policy of increases in the age limits and number of chances has also been a dilution in the quality of the selectees in all categories apart from facilitating entry of older candidates who, in the unanimous opinion of the training institutions, are

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more difficult to train or mould suitably for their career as senior civil servants. All considered, this is clearly one trend which needs to be reversed.

4.8 IMPACT OF POLICY INSTRUMENTS

4.8.1   After Independence a major review of the Civil Services Examination was carried out by the Kothari Committee in 1974-76 and a second review was undertaken in 1988-89 by the Satish Chandra Committee. Introduction of the scheme of a combined examination for recruitment to twenty-eight All India and Central Services on the basis of the recommendations of the Kothari Committee has helped achieve to some extent the stated objective of building up a cohesive and homogenous team of men and women with the intellectual acumen and attitudinal orientation to render public service. One of the major objectives of recruiting candidates with high intellectual abilities has also been achieved to a great extent. The introduction of a Preliminary Examination as a screening mechanism has also served its purpose. The objective of widening the base of recruitment with equal opportunity and level playing field for all would appear to have been achieved to some extent.

4.8.2   As the government did not fully accept the recommendations of these two Committees, the desired results could not be fully achieved. For example, the Kothari Committee had recommended reduction of the upper age limit to 26 years with two attempts for all communities, which was not accepted. It was further recommended by this Committee that services be allocated after comprehensively assessing the candidates in the LBSNAA at the end of the foundation course (i.e. after one year of training). This also did not find favour with the Government. Similarly, the Satish Chandra Committee had recommended the introduction of group discussion as an adjunct to the interview, which was not accepted. Had it been accepted, it would have given some measurement or indication about some inner qualities of the candidates. Besides, the Satish Chandra Committee had recommended the delinking of all Group 'B' and a few Group 'A' Services from the scheme of this examination, which would have allowed for a more focussed assessment procedure. This recommendation also did not find favour.

4.8.3   All in all, the present examination system which has evolved over a period of time has served its purpose well. However, in the changed scenario with globalisation and liberalisation in which the state is withdrawing/rolling back from its present commanding heights, the roles of the state, civil society and the civil servant have changed. In this

changed context, therefore, the present method of recruitment has lost some of its relevance and needs corrective action.

4.8.4 Not identifying the most suitable

4.8.4.1 Views were expressed before the Committee that the present examination system is not identifying the most suitable among the available candidates, e.g., there is no premium on problem solving or analytical skills. Even some brilliant students, it was felt, may not get through this rote based and predictable system. Further more, there is a common feeling that the selection process is not oriented towards identifying the best candidates with the knowledge, skills and attitudes required for a prospective civil servant. The selection process has so far laid stress on the candidates' academic discipline and their performance in the same right from the days of the ICS. Experience shows that a person who might be excellent in a particular discipline might not necessarily make a good administrator.

4.8.4.2 The perception is also widespread that the Civil Services Examination pattern is repetitive. Candidates tend to master the art of examination-writing and try to "beat" the system by attending coaching classes where everything is taught including what type of dress, or what colour of sari, to wear at the time of attending the interview. It is common knowledge that candidates exchange notes and experiences after interviews and even give identical answers to questions:

Diagram 4.3
Distribution of selectees (in %) by type of coaching classes attended (1990 to 1999)
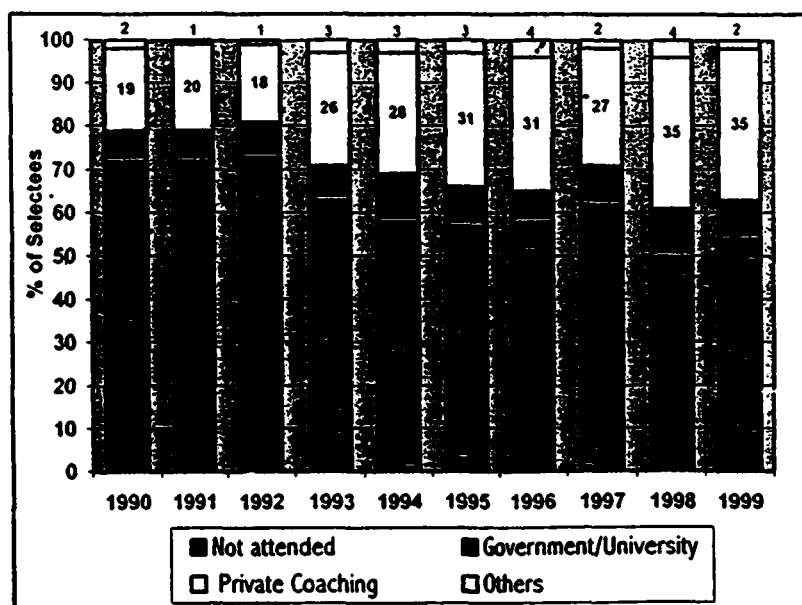
4.8.5 From the above diagram (No.4.3), it may be seen that in the last few years, 40-50% of the finally selected candidates had attended coaching classes while preparing for the Civil Services Examination. This analysis has been made on the basis of information provided by the candidates at the time of attending the PT. It is presumed that the actual percentage of candidates attending coaching classes might be much more than this as candidates are generally not forthcoming on this issue.

4.8.6 Mistmatch in selectees' aptitudes and the job requirements of allotted services

4.8.6.1 Some training academies have found that a number of probationers are misfits in the service to which they were allocated – some are even physically unsuited to carry out the rigorous outdoor training activities required in services such as the IPS. This indicates a degree of mismatch between suitability or aptitude and the service allocated to a candidate. In such a situation, it is apparent that these recruits are likely to be less than effective in their performance on the job.

4.8.6.2 It was also observed by one training academy that candidates' expectations rise high after qualifying in the Examination, but they feel frustrated in joining the Secretariat Services or other Group 'B' Services. There is always an under-current of frustration in candidates allocated to such services after being "successful" in the Civil Services Examination due to stagnation and subordinate status of the services. It has been suggested that a separate examination be conducted for the Group 'B' Services.

4.9 THE SOCIAL COST OF RECRUITMENT

4.9.1 In a study carried out at the behest of this Committee and based on a sample survey of candidates appearing in the Civil Services Examination from the two premier institutions of higher education in the country, viz., Jawaharlal Nehru University and Indian Institute of Technology, Delhi, Prof. Binod Khadria of the Zakir Husain Centre for Educational Studies, Jawaharlal Nehru University, found that the social cost of the Civil Services Examination is quite high. Social Cost has two components, namely, (i) private cost, i.e., the sum of all explicit and implicit costs borne by the individual candidates and their families towards preparing/appearing for the Civil Service Examination, and (ii) public cost, which is incurred by the public authorities or the State in terms of the direct cost of conducting the Civil Services Examination is also the indirect cost of subsidies being spent on the candidates

pursuing general and specialised higher education (e.g. M.A./MSc/M.Com, Ph.D, B.Tech, M.Tech, MBBS). The main findings of this sample survey, entitled: "Report of A Sample Survey in JNU and IIT, Delhi Conducted for Estimating the Social Cost of Civil Services Examination", UPSC, New Delhi, 2001, are summarised below:

4.9.1.1 The Civil Services Examination is a very expensive examination in terms of money and time resources spent by the candidates, their families as well as the State. The total private social cost for this examination, as per the study, comes to around Rs.1000 crore (Rupees one thousand crore) per annum by flow estimate. By this method, the cost per selected candidate approximately works out to Rs.2 crore (Rupees two crore). The stock estimates which reflect the historical cost that families incur over all the attempts in the Civil Services Examination taken by their wards, and calculated in a given year, approximately works out to Rs.6400 crore (Rupees six thousand four hundred crore) which is more than six times the flow estimate. The stock estimates are very important because they indicate the average level of expenditure incurred by families in the process of career choice for their wards. Such high private social cost figures, a large part of which may be called social wastage in some sense or the other, makes Indian bureaucracy look like, in the words of Prof. Khadria, a "rent-seeking society", before its members even step into the jobs for which they get selected through this examination.

4.9.1.2 The social cost of the Civil Services Examination is higher in case of the candidates from the professional education stream (like engineering, medicine, management, commerce, etc.) as compared to candidates from the other non-professional streams (humanities, social sciences, natural sciences, including research at Ph.D. level). The main factor for this empirical observation would be that the opportunity cost of candidates from professional education is substantially higher than that of candidates from the non-professional streams.

4.9.1.3 The increasing tendency of the candidates to appear in the Civil Services Examination till the last permissible attempt or age limit, as has come out from the sample survey, is particularly due to saturation in the prospective employment market and the social prestige and higher status involved in these (civil service) jobs.

4.9.1.4 This increasing tendency among the candidates for appearing in the Civil Services Examination may also get reflected in the delayed entry of these candidates in the labour market as well as delay in career advancement, i.e., promotions.

4.9.1.5 Underperformance of the candidates in their courses of study while studying for the Civil Services Examination, as well as in the Civil Services Examination, also has been reflected in the sample survey, although this is relatively less in the case of candidates from professional education. It has been seen that in some institutions a majority of students pursuing the Master's degree as also those getting fellowships for doing research are simultaneously preparing for the Civil Services Examination. If these students get selected for the civil services, they leave their degree courses and fellowships mid-way, which causes loss to the largely government funded institutions as also to the various other agencies involved. This also results in wastage of time and effort of academic faculty besides denying opportunities for admission to the same courses for other more serious students. The other lot of students who are not able to qualify in the Civil Services Examination finally get back to their Master's course and fellowships and complete them in a hurry, which adversely affects the quality of their education. This is a direct loss in terms of wastage of money (both public and private), time and effort, both of students and faculty/research institutions.

4.9.1.6 In the case of engineers and doctors, students have to complete their education in the engineering or medical colleges for getting a bachelor's degree. After this, some students go in for M.Tech. or M.D./M.S. and also start preparing for the civil services. On getting through the UPSC selection process, they leave their higher courses midway. The social opportunity cost in training upto bachelor' level in professional courses is substantial. A striking feature of the study on social cost of recruitment is that the social cost is very high in the case of candidates with professional education as compared to the candidates from the general stream of education. The above phenomenon is repeating every year with increasing number of candidates seeking entry.

4.9.1.7 One astonishing fact is that 90% of the candidates among this category are repeat candidates, i.e., the same candidates keep trying year after year. Some are able to make it while others finally give up after availing of the last permissible attempt, or after becoming over-age. The long duration of examination, large number of attempts and higher age limits also add to the higher social cost of the examination.

In view of the above, there is an urgency for making the Civil Services Examination cost effective, i.e., more economical and, at the same time, more efficient.

4.9.2 The study no doubt has its limitations, but after weighing the limitations against the significance of the study, the probable dimensions of the actual social costs still cannot be overlooked, as they cover all the public and the private expenditures incurred by the government/state in conducting the examination, and that by the families in preparing the candidates for the Civil Services Examination, of which the estimates derived in the study are only an approximation. The choice of JNU was quite representative of all-India candidates because of the unique admission policy of the institution in terms of providing the applicants the benefits based on socio-economic and regional backwardness. Although the same cannot be said about IIT, Delhi, there too the students are supposed to be coming from all over India because of the very democratic system of admission.

4.9.3 Since in the sample, families which could not meet this cost would not be represented, being "dropouts", the inequity of the system does not fully come out. In the opinion of the Committee, the real issue is not "rent seeking" as the authors bring out, but that high social cost is wasteful and keeps out candidates who cannot afford it, who would come from poorer background.

4.10 TO SUM UP

4.10.1 The deficiencies of the present system can be overcome to a great extent by designing an examination structure which will select candidates with positive value systems and commitment to public service, character, integrity, honesty, accountability, ability to resist temptation and a spirit of sacrifice and patriotism. Candidates should have analytical and synthesising qualities of mind, wisdom and ability to marshal and apply relevant knowledge. The examination structure and the post-induction training should be designed to fulfill this objective.

4.10.2 Positioning ourselves in the future, the present has to be changed. The desired profile of the future civil servant should be defined in terms of knowledge, skills, attitudes and values. The emphasis should be on testing of a "can do" attitude, problem-solving and analytical skills. The UPSC should look for self-starters. Hence, there is a need to have tests which can identify the most suitable candidates in relation to intellectual capacities as well as aptitudes and attitudes, in terms of the most appropriate age range within which the candidates should be considered, and the best means of reducing social costs.

4.10.3 Reduction of age and simplification of procedure would lead to greater opportunity for poorer families, since the high cost of the examination taken in a repetitive way forces them out.

4.10.4 Examination systems where access to answers is not from coaching classes or premier institutions, but is more generally available, say through the open university system, would broaden the base.

4.10.5 An interview system which tests innate capabilities and is sensitive to superficial environmental characteristics would lead to improved selection of candidates.

CHAPTER 5

EMERGING PERSPECTIVES ON THE CIVIL SERVICES

5.1 INTRODUCTION

5.1.1 The process of recruitment and initial training, the main concerns of the Committee have to be crafted in the framework of the requirements expected from the civil service. Such requirements have to be visualised on a long-term horizon. A civil servant recruited today will work for the next thirty-five years or so. Recruitment, training and development of personnel are a part of human resource development, which is a genuinely long-term exercise. It is therefore natural that at the time of independence, the then Prime Minister, Jawaharlal Nehru and Sardar Vallabhbhai Patel are reported to have given personal attention and guidance to inductees. In the Eighties, again, training was given focus at the highest level in the country. The Committee has learnt during their interactions that many functioning institutions of excellence in the corporate and other sectors, for example, Space, Atomic Energy and DRDO, give prime importance to recruitment and training as a part of their strategic management and planning priorities at the highest levels. The Committee recommend that recognition of this important principle should also be laid down and established explicitly in the management of the higher Civil Services.

5.1.2 The Committee made a genuine effort to establish a long-term framework within which it would mesh its operational exercises and recommendations. Apart from continuous discussion, within the Committee itself, consultations were held with experts in the Planning Commission and other think tanks, particularly the strategic and perspective groups. This was a recurrent theme in its interactions with professional institutions and experienced and thinking individuals. Also it had access to initial results of a framework exercise being conducted by the United Nations University, Tokyo on Sustainable Development Possibilities for India 2020. The United Nations is doing studies on large countries in a perspective framework. Such a study is being done for India, involving prestigious institutions like the Indian Statistical Institute, Institute of Economic Growth, TERI, Sardar Patel Institute of Economic and Social Research , IGIDR, Delhi School of Economics and CESS, Hyderabad, under the overall supervision of Yoginder K. Alagh and Kirit S. Parikh.

5.1.3 The Committee sees the following as the dominating trends in relation to the functioning and requirements of the civil service in the perspective period:

5.1.3.1 Withdrawal of the State from a dominating role in direct provision of economic services;

5.1.3.2 The State not only providing a professional and fair regulatory framework for the functioning of the economic and social sectors, but also laying down the institutional framework, the incentive and disincentive mechanisms and fiscal structures for civil society institutions to function, like the decentralised local institutions of Government, Cooperatives, NGO's and newer forms of similar organisations,

5.1.3.3 India entering into a phase in which non-renewable resource scarcities will be far more severe. This is particularly true of resources, like water, quality land, and energy and sustainability concerns will be acute,

5.1.3.4 a much greater emphasis on the rights of individuals and groups, including participatory forms of decision making. This in turn will demand greater fairness and self-restraint in the use of Government Power. Related to it is greater demands on transparency and right to information,

5.1.3.5 More pressing needs of protecting the vulnerable groups, either the historically underprivileged, or the victims of marketisation needing safety nets, concerns for human rights and particularly of specific groups such as women, children, indigenous people, the mentally and physically challenged;

5.1.3.6 modern technology providing cutting edge knowledge based solutions to emerging scarcities or problems, and therefore greater use of information technology, biotechnology, systems networking, the new materials and strategic management responses,

5.1.3.7 security concerns becoming more acute, arising from socio-economic political dichotomies and resultant tensions as also the more basic issues of energy security, food and water security and institutional dimensions of addressing these.

It may be useful to detail some of these dominating trends.

5.2 Withdrawal of the Direct Role of the State

5.2.1 The deregulation of the economic role of the state began in the mid-Eighties in India. The first phase consisted of eliminating price controls and relaxing investment and foreign exchange controls. These were replaced by tariff and tax policies. The road map was outlined by the Committee on Replacing Quantitative Controls by Fiscal Methods chaired by Shri M. Narasimham. The emphasis was on domestic reforms and preparing Indian industry for global competition, but discrimation between industries with a view to encouraging self-reliance and, inter alia, production of mass wage goods, was still an objective, as also that of creating a level playing field for efficient Indian industries as the economy was subjected to competition. Cement, aluminium, steel and a number of other industries were decontrolled and import licensing relaxed. Tariffs were however high and discriminatory and there was the so called "savage" policy of taxation of luxuries. The Nineties saw a more general economic reform of the kind designed by the Brettenwoods institutions. The exchange rate on current account was left to market forces, import control on roducer goods and intermediates was largely abolished, tariff rates were standardised and the average level brought down. Policies on sectoral and regional direction to industrial investment, MRTP control and controls on FERA companies were diluted or given up. The level of public investment in industrial and infrastructural sectors was drastically reduced. An earlier policy of restructuring and privatising selected public sector industry was changed to a general policy of disinvestments, with an initial emphasis on selling profitable public enterprises to the private sector, to overcome "initial resistance to purchase of public sector equity."

5.2.2 The process of liberalisation is now in its final phases, with India imposing the WTO regime in full since 1998 and the Ninth Plan and Draft Tenth Plan committed to financial deregulation and capital account convertibility in a phased manner. The role of the higher civil services in managing the commanding heights of the economy is nearly abolished by now.

5.3 The State as a Facilitator, Arbitrator and Reform Champion

The withdrawal of the direct economic role of the state in India was accompanied by a conscious policy of decentralization designed in the late Eighties of the last century, setting up a Constitutional third tier of Government and the emergence of NGOs and cooperatives in fields of land and water, rural activities and social infrastructure.

5.4 Land and Water

Land and Water development emerged as a major issue in the Indian Economy. A way of looking at the severe land constraint is to see that a net area sown per person will go down from around 0.17 hectare to around 0.10 hectares by 2020. Gross area sown per person currently around 0.2 hectares will even, if cropping intensity increases very rapidly, go down to around 0.15 - 0.18 hectares.. In many cases, land management questions are inextricably linked with water management, for example, land shaping and water storage and conveyance or soil consolidation and watershed development. It has been shown elsewhere that limited co-operation in water use has been successful in many watershed projects in resolving the land constraint. The same is true of lower level surface irrigation systems. Community involvement is also important for judicious management of aquifer systems and ground water use. By now many successful examples exist but the requirements however are not in hundreds of thousand, but millions of hectares. Government support for such programmes in India has just about kept constant. International support has gone down. It should remain a matter of priority for State Policy to help those who help themselves in the core areas of local and global concern. As preparations of Tenth Plan showed, in relation to targets, performance has been well behind in the interrelated areas of land and water. What are the civil management and organisation issues here at the local level in the case of a problem which is at the heart of food security and employment and energy sufficiency?

5.5 Local, National and Global Rules

5.5.1 The problem of imposing a hard budget constraint at the local level and helping those who help themselves is a difficult one to address. It is basically an organisational issue. It is possible to set down some rules from experience to illustrate the qualitatively different role the civil servant will have to play in the emerging phase. Another way of setting the problem is to harness the great vitality of decentralised markets in replicating widespread rural growth, with in the core areas of local societal and governance concern. Some of the lessons which follow are as follows:

5.5.1.1   Financial institutions have to be designed with structures such that community collateral is possible for viable projects. Self-help financing groups are only one such group. Land and water development groups, local infrastructure projects, in road or communication sectors, productionising products developed in R&D institutions, training for production with improved techniques, market

development schemes developed by local and community groups would be other examples (ADB, Vision of Rural Development; Asia 2020, Oxford 2000);

5.5.1.2 Lending through a weather or project cycle would be necessary. NABARD started a scheme of this kind in 1991 as a part of an agro-economic regionalisation strategy but gave it up in 1993 and is again starting it now . (The Kapur Committee on Rural Credit (2000) can be seen for details, but this example raises the issue of lack of consistency in policy concerns, which is an administrative issue);

5.5.1.3 Developing policy "champions" for sorting out administrative, financial and procedural issues at local, regional and national levels, when problems arise with these kinds of development strategies. It is reasonably certain that problems are going to arise in development experiments which are off the beaten track. The question then is, is there somebody in the policy decision-making structure who will sort out the problem. ADB reports in a detailed study of farmer managed irrigation systems, that the failure cases were those where such support did not exist. Failure here is defined as performance levels in water delivery lower than by government agencies (ADB, 2000).

5.5.1.4 The kind of problems discussed in the last para, partly arise because the existing legal and administrative systems and financial rules are structured for formal organisations in the public or private corporate sector. So are global financial institutions. These newer kinds of institutions with strategic mixtures of organisational styles, coops and corporates, NGO's and government, NGO's and coops do not have a level playing field for them. Recently Government of India has laid a Bill in Parliament on allowing cooperatives to register as companies, based on the Report of the High Level Alagh Committee on Legislation for Corporatisation of Cooperatives. Such innovative approaches are rare. There are reform issues here also. For example a loss making subsidised electricity system can underprice a renewable group and drive it out of the market. The long-term problem is reform in the sense that subsidies and protection given to established groups have to be withdrawn. In the short run the protection given to each group must be the same.

5.5.1.5 The structure or incentive and disincentive systems for this kind of growth, should begin with a taxonomy of complementarities of policy rules at different

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levels of policy making like no level can spend more resources than they have access to. But resources, which are short or binding constraints at national or global levels, are elastic at local levels. However their mobilisation requires policy changes at higher levels. For example, it is easy to buy a tax-free bond of the New York civic bodies, but very little attention has been paid to markets for local bodies bond paper in developing-countries and the fiscal reform that has to precede them. An exceptional effort by the Ahmedabad Municipal Corporation of floating a large bond issue without sovereign guaranties is available as a case study.

5.5.1.6   The last three problems essentially underscore that the reform process has to be fairly deep rooted for widespread land and water based poverty reducing growth processes to take place. This has to be rooted in the administrative and legislative processes.

5.5.1.7   The kind of growth discussed meshes well with higher output, income, employment and trade levels. Improved management of water leads to crop diversification. The typical sequence is a poor yielding mono inferior cereal economy, succeeded by a high yield cereal and a commercial crop, or tree crops. In the Indian case, exchange rate reform led to higher growth of agricultural exports, before the East Asian crisis cut down demand in the fastest expanding markets and recent evidence is that the districts sourcing non-traditional exports have gone through a phase of land and water development sequences. But such policy complementarities have to be planned for.

5.5.1.8   The issue here is the requirement of the civil servant to be alert to field oriented developments. He/She has to constantly assess organisational, legal and financial system requirements. It can be said this was always so. The pressing change now is that the requirements are to involve civil society in the process. This makes the networking and knowledge requirements more intense. Abilities of communication and having the energy to follow more complex goals will also be required in this phase.

5.6   The State and Non-Renewable Resource Scarcities

5.6.1   It is useful to begin with the kind of problemetiques the sustainable development framework studies bring out. The " Business As Usual Scenarios " bring out unsustainable

outcomes. A summary look at some of the preliminary outcomes of the India study illustrates.

Projections for the Year 2020

POPULATION	*1330 million*
URBAN POPULATION	*Low : 465 million; High : 590 million*
SLUM POPULATION	*Low : 85 million; High : 130 million*
SOLID WASTE DISPOSAL	*100 to 110 million tonnes*
DEMAND FOR COAL FOR POWER GENERATION	*Low : 817 million tonnes; High : 2016 million tonnes*
CROPPING INTENSITY	*More than 1.5*
NET AREA SOWN	*Constant at 141 million hectares since the nineties*
IRRIGATION INTENSITY	*Around 1.75*
WATER SHORTAGE	*Around 10% to 25% between the years 2020/50*
NOISE LEVELS	*Twice the norms in trend forecast*
AIR POLLUTION	*Two to two and a half times the norms in trend forecast*

Source: Y.K.Alagh, India's Sustainable Development Framework: 2020,
United Nations University (Institute of Advanced Studies)

5.6.2 It has been argued that "The sharp breaks in many indicators and unmanageable problematiques emerging in major environmental concern areas is self-evident. Solid waste disposal levels of more than 100 million tonnes, slum population of around 100 million persons, acute water shortages and air and noise pollution of a severe kind, all manifest themselves. The serious environmental implications of burning poor quality coal are apparent underlining the critical energy situation in the country. The glaring magnitudes indicate the long haul for improving the living standards in the country. This also brings into sharp focus the hazards of following an unbridled consumerist path both at the global and national levels." (UNU/IAS, 2000).

5.6.3 As far as unsustainable linkages are concerned, two examples illustrate. The first is the two-way relationship between transport and energy in India as shown above. In a business as usual scenario (BAU), coal demand rises to 2 billion tonnes. In an efficiency scenario, it is 0.8 billion tonnes. Energy and transport are strongly interlinked. Coal for power generation is a significant part of bulk transport movements. Import of oil and gas and pithead vs. demand-oriented locations of power stations determine transport need. Demand management, energy efficiency, optimal location of energy generation facilities and transport policies, lead to this outcome. Indian power grade coal is plentiful, but of poor quality and so the environmental consequences of linkage policies are high.

5.6.4 South Asia is generally emerging as a energy hot spot in most global models and the energy/transport nexus is at the heart of the problem. and so the environmental consequences of linkage policies are high. Studies bring out that imported fuels will be around two thirds of the total by 2020, which is unfeasible. (See Schwank, Toker and North in Audinet, Shukla and Grare, ed., India's Energy Problem, 2000; also in the same volume, Foreword by Alagh). Energy demand grows two and a half times in an Efficiency scenario and three and a quarter times in the BAU. Renewable like photovoltaic and wind power are pushed to the maximum in the efficiency scenario, but the overall share of renewable energy remains constant, since forest based non-commercial energy for households is substituted by nuclear, solar and hydel power. Two thirds of a much larger energy base being fed by imported fuel becomes unsustainable from the trade viewpoint.

5.6.5 The relationship between sustainability and development strategies can be highlighted by transport and urbanisation strategies. The projections show that if urbanisation strategies are of a decentralised kind, slum population is a fifth lower than if million plus cities grow faster. Slums and use of scarce land resources for urbanisation are related with the pattern of urbanisation through space. More generally the relationship between decentralised community based development and sustainable non-renewable resource use has been discussed elsewhere (Y. K. Alagh, Sustainable Development: From Concept to Action, UNCED, 1991).

5.7 Technology and Productive Public Systems Management

5.7.1 The Indian economy is growing rapidly and also diversifying For example the share of agriculture in the labour force has now fallen to around 53%. Again, urbanisation will need to be structured in a fairly decentralised manner. All of this will lead to different challenges in transport, energy, waste disposal and urban planning issues. It has, however to be noted that the urbanization pattern in India is decentralised. While very small urban settlements are not growing, the share of smaller towns in Class I towns is high. (100.000+). Urbanization has been explained as the outcome of both centrifugal and centripetal forces. While the urban growth rate in the eighties went down from 3.8% to 3.12%, that of Class I towns went up (from 6.39% to 8.39%). It can be postulated that these trends will continue.

5.7.2 The preferred model is consistent with the pattern of urbanization with clusters of settlements around large conglomerations. Policy should not be concentrated only on rural output and employment. In fact in a dynamic economy of the Indian type the distinction

between the village and the small urban settlement can be very counterproductive and lead to all kind of protectionist distortions. A more productive mindset would be to orient policy to concentric circles of prosperity around diversifying agricultural bases and growth centres. Such possibilities are very real and substantial in India. Transportation, land use, infrastructure and technology dispersal policies can all be oriented to this objective. In fact it will be more sustainable. Slum populations are 25 to 40 % lower in smaller Class I towns as compared to million plus cities.

5.7.3 The public management issues involved in rapid and decentralised urban growth are so obvious that they do not need elaboration. Awareness of technology, system interrelations, decentralised planning foci, self reliant institutions which can productively borrow and build and run systems have all been discussed and yet only a small beginning made. These are going to be the great challenges of the next phase. The ability to raise and use resources productively will be at the heart of the matter. Technological self-reliance on a mission mode, as in the past, will probably also continue as a requirement of the present of national security and other long-term objectives. It has been shown for example, that the development of the Param Super Computer led to the withdrawal of restrictions on export of super-computers to India. Again recently the Chairman of the Atomic Energy Commission has pointed out that sanctions on India made it more self-reliant in nuclear technology. Thus, some mission-oriented efforts are necessary in a world of restricted technology access. Since India has limited reserves of uranium, but very large reserves of Thorium, a project like the Fast Breeder Reactor Nuclear Power Station, became a very important part of its search for long term energy solutions, since it takes a major step towards completing the nuclear fuel cycle, based on thorium, and therefore a relatively cheap and abundant source of power.

5.7.4 The civil servant of the future to come will be playing a role of strategic planner and facilitator of change. He/She will be preparing a vision of the future, but also the instruments and methods of achieving it and these will be in the legislative community and private sector regimes. He/She will have to play a role of facilitating innovation, create rules for organisations to implement such change and sort out the inevitable problems that will arise. He/She will have to establish and run a fair and transparent regulatory regime. These are complex issues, with a strong interface with good governance. Take the experience of the electricity sector as an example. Private sector investment was allowed in the early Nineties of the last century, but the institutional prerequisites were not there. The

Electricity Regulatory Commission (ERC) Bill could not be introduced in Parliament when initially drafted and was finally tabled in August 1997, but lapsed. The then Government initially passed an Ordinance, but later piloted the Bill with substantive amendments giving up the clause on a minimum required tariff rate for the agricultural sector and the mandatory powers of the State ERCs. The legislation on private participation in transmission of electricity was finalised by the Standing Committee of Parliament on Energy, only in 1997, after considerable debate and after that it got through Parliament easily with multi-party support. The Energy Efficiency Bill has been discussed in draft form since 1996, but has been introduced in Parliament only recently. Meanwhile slow progress in legislation and establishment of institutions has seriously hampered investment in the generation, transmission and distribution of electricity, as the Review of the Ninth Plan brings out. In anticipation of private sector investment, public investment was cut down and very few major projects were taken up in the public sector. But the private sector investment came slowly due to several constraints and complicated decision making processes, leading to great problems in this critical infrastructure. This brief discussion highlights the vital role which should be played by of a forward looking bureaucracy, working in tandem with a governance structure at the highest level. Such proactive State roles are clearly required in the reform process.

5.8   Managing Technology Drivers for Jobs: Public Support Systems

5.8.1   Serious research during the last decade and a half has shown fairly conclusively that tHat the tremendous opportunities that are available with the new technology requires groups and systems which can manage its interdisciplinary nature, since applications cut across areas like biotechnology, communications and computerisation. If the preconditions are available it spreads very fast, both through space and sectors in economy and society. But if the infrastructure is not there, both physical and human, vast areas will be left out, including some in the developed World. There is also the need of quick response. As Ricardo Petrella of the EEC's FAST Group pointed out each generation of innovations is building on the corpses of earlier ones. State and parastatal agencies find it difficult to perform in this framework. Major think tanks working on the character of the Neo – Fordist (assembly line) technological revolution, like the FAST Group of the EEC, the flexible industrial specialisation networks and others have emphasized that it is compatible strongly with networking and decentralisation.   The Science and Technology Ministry of India had convened for UNESCO a Prepcom meeting at Bangalore for the World Science Conference at Budapest and the Bangalore Declaration strongly reiterated that spread of

technology was an institutional and not just a technology issue. Small flexible groups responding to need work. Again the need for partnerships, of community initiatives to back those who work is obvious.

5.8.2 The Industrial Districts literature in the OECD countries gives many examples of this kind of growth. The original Piore-Sable case of fashion garments in Emiglia Romana was flatteringly replicated for leather goods in Lyons, furniture in Denmark, sports goods and gold jewellery in Valencia and the literature on standardisation and lean production falls in this category. These kinds of developments were not supposed to have much relevence in poor countries. But recent work shows that artisan based responses to national and global markets can be powerful sources of growth and in any case are not an insignificant part of exports from them. As much as a third of India's engineering exports are attributed to them. A large part of India's diamond cutting comes from the town of Surat which was less than half a million population when the expansion started and is now around three million, with employment growing at around 7% annual. India has emerged as the largest exporter of cut and polished diamonds in the World.

5.8.3 The success stories cited here involve training and improvement of inherited community based artisan skills. The organisational pattern is generally based on fierce competition between small firms, with considerable mobility between self-employment and wage labour. However the successful communities (in India castes) who are also engaged in training and skill enhancement have gained access to larger markets through traditional networks, and benefited from technology enhancement, both in production and markets/communication. A Surat diamond cutters study found the following:

i)   an organisational structure of distribution, processing and markets, strongly based on trust, with the roughs (passes, as they are called), and polished diamonds changing hands without any written documentation;

ii)   constant upgradation of technology on the production side, with hand polishing giving way to semi-automatic tools;

iii)   intense competition and mobility in the lowest polishing formations;

iv)   community (caste) based skill training efforts of a decentralised nature, going on in each Taluka (sub- District town) centre in Gujarat.

5.8.4 Similar characteristics have been recorded in other instances.

5.8.5 The point being made is that whether we discuss wide based rural development or growth centres, the nature of public policy skills required now will involve much greater reliance on technology at a decentralised level, networking and an ability to work with civil and community groups. Thus the need will be to champion reforms, facilitate community, private, focussed NGO/cooperative groups and to help the economy and society to integrate with the opportunities provided by wider national and global markets, through productive activities.

5.9 Rights, Vulnerable Groups and Transparency

In the rapid changes that will take place in the country and the World in the Twenty First century, the Higher Civil Services will as is obvious, have to be at the cutting edge of being the protectors of the poor, the oppressed, the vulnerable and the underprivileged. The democratic urges and aspirations of India, enshrined in its Constitution and its legislation, will have to be met in a fair and transparent manner not only impartially, but in spirit, by protecting the rights of the poor, limiting the coercive power of the State. Safety nets will need to be developed and implemented as the market economy expands. Poor women, and the girl child, the tribal and the Dalit, the handicapped and the destitute, will need special attention.

5.10 Security Concerns

5.10.1 In the post-independence period, the country has faced external aggression foisted by hostile neighbours, in 1948, in the J&K Theatre, in 1962 across the Indo-China border, in 1965 along the Indo-Pak border in the Northwest, in 1971 along the Indo-Pak Eastern and Western frontiers and again in 1999 in the Kargil Sector of J&K. On these occasions, our Defence forces have consistently given a patriotic and commendably professional account of themselves, even at the cost of laying down their lives.

5.10.2 In the internal security area, our country which enjoys the unique distinction of encompassing large number of linguistic, cultural, religious and ethnic groups as well as of having wide income disparities between different segments of the population, has had to face many serious challenges. These challenges have on certain occasions also taken a form of outbreaks of communal clashes, social tension between haves and have-nots, securely employed and unemployed, problems arising from clashing provincial and regional interests, such as in the matter of sharing of river waters, and separatist movements which have been often encouraged by hostile neighbours in order to weaken the country. In some areas general deterioration in the quality of policing and ineffectiveness of the judicial system to

prosecute and punish criminal elements has led to a declining sense of security of life and property, and has encouraged groups representing certain vested interests to arm themselves and take the law into their own hands. These tensions have revolved around religious, caste, class and sometimes ethnic lines. Absence of adequate gainful, legitimate employment opportunities can also induce jobless youth to be drawn into illicit activities and adversely impact the internal security situation. The need for members of the higher civil services to always remain alert about possible points of conflict and for taking proactive steps to defuse/resolve tensions, wherever possible, will constitute an important requirements for their functioning successfully, in future.

5.10.3 One of the earliest measures of progressive legislation, which was undertaken by the Government of India after the country's independence, related to the abolition of Zamindari, to be followed by the intended redistribution of surplus land and conferment of security of tenure to cultivating tenants. The underlying philosophy was that absentee landlordism should be discouraged and land should be vested in the actual tillers. This was followed by State level legislation aimed at prescribing maximum ceilings for individual landholdings and redistribution of the surplus agricultural land to eligible tenants and landless persons living in the rural areas. Acharya Vinoba Bhave launched his "Bhoodan Yagna" campaign throughout the country to secure the voluntary surrender and redistribution of surplus land by big landowners in favour of the tillers. However, despite the lapse of many years since the passage of the reform oriented legislation, in actual practice, as the Planning Commission has consistently pointed out, in most States, the implementation of these provisions has been more in letter than in reality. Landowners have often continued to benefit effectively from their holdings by transfer of their holdings, in excess of the prescribed ceiling, to relations and friends and under the clause of 'personal cultivation'. Studies have shown that the violent protest movements being carried out by landless peasants can be traced to the failure of the concerned Governments in bringing about equitable distribution of land in accordance with the laws enacted on the subject. The strong systemic rural support base created in West Bengal, is primarily on account of the successful implementation and enforcement of operation Barga in West Bengal. The allotment of small plots of land on ownership basis to lakhs of landless peasants has not only provided some direct means of economic sustenance to such people but has also conferred upon them, social prestige and esteem. Since land reforms have not been implemented meaningfully in many States, particularly those under the erstwhile, colonial zamindari system of settlement, tension between the haves and have-nots in the rural areas in some

Districts has been prone to spill over in the domain of law and order and internal security. Planning Commission studies in recent years have noted the spread of unrecognised tenancies and the phenomena of "reverse tenancies", i.e. the reversal of land from small to medium or large peasants. Inspite of special provisions to the contrary, land alienation from tribal people in hidden form and sometimes in the name of development without adequate compensation has been occurring. The National Rehabilitation Policy, available in the Draft form for the last several years, still remains to be put in place.

5.10.4 In the long run the approach the country has followed is to tackle the basic problems in terms of fundamentals. Long term energy security can be obtained only through demand management, energy efficiency policies, priority to renewable including photo, wind, hydel and nuclear power, more efficient ways of generating Thermal power from domestic fuels interregional cooperation and a strong export base to finance energy imports. Similar long-term policies have been noted earlier in the field of widespread rural development, essential for food and water security. However, management of security problems has an important short run dimension which involves both attempts at social and political reconciliation and when absolutely necessary the coercive power of the State. Maintaining this balance, as also that of long-term requirements with short run exigencies requires state craft and administrative skills of a high order.

5.11 Constitutional and Legal Perspectives: Human Rights and Environmental Law

5.11.1 The Constitutional and legal dimensions of public administration determine the powers, functions and accountability of the civil services. In fact, a major change in the evolution of civil services in India occurred with the adoption of a democratic constitution incorporating the ideas of rule of law, guaranteed rights and parliamentary government. The 73rd and 74th Constitutional amendments envisage a further change in the same direction. Services under the Union and the States find a prominent place in the Constitution itself. An autonomous Commission with vast powers for recruitment to the services is another important aspect which emphasizes its role in Constitutional governance.

5.11.2 Looked at in the above context, the Civil Services need to understand the significance of rule of law and the concept of limited government under a written federal-type Constitution. The values of the Constitution written into Preamble, Fundamental Rights, Fundamental Duties and Directive Principles have to become part of the administrative culture of every civil servant. As an instrument of governance, the provisions

of the Constitution and its interpretation by courts constitute a point of reference to all governmental actions. These are subject to judicial review which is the foundation of rule of law under a scheme of constitutional government.

5.11.3 The primary agency of the government to protect human rights, more particularly of weaker sections of society is the bureaucracy because they are the enforcers of the law. The Court steps in only if the executive fails to implement the laws or implement it contrary to law and selectively. A Constitution which proclaims secularism and social justice based on equal protection of the laws puts a heavy burden on the officers of government, both at the central and state level. Hence the importance of Constitutional perspectives.

5.11.4 Another dimension which conditions the functioning of civil services in modern times is the profusion of laws, national and international relating to economy, ecology, technology and international treaty obligations. The change in the concept of property from something tangible to forms which are intellectual and intangible brought almost a revolution in the laws of trade and commerce. Intellectual property law and trade related intellectual property rights have become critical in economic governance globally. Added to this is the revolution in information and communication technology which threw up a new legal framework for doing business within and outside government. Globalisation is happening not only in relation to market but in respect of all conceivable aspects of organized life including culture, education and health. No civil servant anywhere can afford to be immune to the fast changing legal climate in all these matters influencing both policy development and administration.

5.11.5 Yet another legal dimension impinging public administration at all levels is the jurisprudence of sustainable development. There are today legal parameters in the use of natural resources. Management of environment is a public duty and development administration has to be accommodated within sustainable limits. These are some of the significant legal perspectives which are critical for civil services in the future.

5.12 Conclusions

5.12.1 The purpose of this discussion has been to draw out the attributes that will be required from the civil servant in the forthcoming period. These attributes will then be the objective of a search by testing procedures. In fact a mature civil servant emerges from field experience, supplemented by adequate training. The objectives of this Committee are more

immediate. They are in fact to assess those attributes which need to be consciously looked for at the time of testing at the point of entry. These would include amongst others:

a) a sense of vision and direction in which the Indian socio-polity is moving, including its very diverse cultural plurality;

b) an ability to appreciate some of the real scarcities that are emerging, as also the strengths of civil society to cope with them;

[(a) and (b) are important since India is still going through a development phase].

c) an ability to interface with modern technology, which provides the cutting edge to many solutions;

d) an ability to network with local government institutions, non-governmental organisations, cooperatives and other professional and people's organisations;

e) a sense of rugged professionalism, persistence and doggedness in pursuit of objectives; urge to champion beneficial change;

f) energy to pursue objectives;

g) a sense of fair play, honesty political and social neutrality;

h) compassion for the underprivileged and above all;

i) a commitment to India as envisioned by its founding fathers.

5.12.2 Not all these alternates can be tested. Many of them can be developed. For example, it would be incorrect to expect a rural aspirant for the higher civil services to be initially computer savvy. These aspects can be acquired, but if persons are averse to technology, then the forthcoming era civil service may not really be their domain. Some attributes it may not be easy to test for, for example, honesty and integrity. However, given their importance, an effort has to be made to do so.

5.12.3 Another critique has been that in an imperfect World, the civil servant cannot be expected to follow ideal standards. This view cannot be agreed to. In a nation of over a billion people, it is definitely possible to find and nurture a few hundred exceptional persons every year. In fact that is the only rationale for a higher civil service bound together and dedicated to the nation's ideals. All else can be purchased from the market.

CHAPTER 6

ISSUES BEFORE THE COMMITTEE – CONCERNS AND CONSTRAINTS

6.1   During its deliberations and based on the feedback received from various types of interactions with a wide cross section of people, the Committee identified certain issues which have a bearing on the Civil Services Examination scheme and related matters. Some of these issues pertain to the eligibility aspects, others to the examination per se (including the personality test) and some more to areas like allocation to services, and so on. The Committee felt that it would be necessary to go into these issues in some depth in the light of the changing role of civil servants in the new millennium and the climate of liberalisation and technological advancement. It would also be necessary to analyse the available data and consider various options before arriving at findings which would have a bearing on the final recommendations of the Committee.

6.2   Examination Structure

Concern was voiced that the present system of Examination, though fair and unbiased, is weighted towards rote learning rather than towards testing of analytical skills and the breadth and depth of a candidate's knowledge vis-a-vis subjects germane to the country's development and governance. An alternate view was that given the size and talent pool of this country, the best do get to the top, regardless of the system. The present system is testing knowledge in subjects based on university curriculum where hardly any emphasis is given on application related, problem solving abilities. Also, it does not assess values, attitudes, integrity, emotional intelligence and social skills. It is purposeless to test subjects which have no relevance to the civil services, for which we need to know the candidates attitudes and aptitudes. Although the present system lacks immediate relevance to the requirements of the civil service in the socio-economic-political context of today, it is generally accepted that it is administered fairly and therefore gives equal opportunity to all candidates without any external influences or biases.

6.3   Providing a system based on equity, fair play and justice

Another concern is to provide equal opportunity to candidates from all sections of society to compete on a level playing field. Though the social base of recruitment has widened, yet, the majority of candidates are from district towns – the "middle India" and rural areas are

still low in representation. Concern was also expressed over the low representation of women and people from under-privileged sections of society.

6.4 Increasing predominance of professionals

A view was expressed by some people that the increasing predominance of professionals like doctors and engineers in recruitment to what are essentially generalised services is an aberration of the system and diversion of national talent and the cost expended by the nation. It was also felt in some quarters that their technical training might have insulated them from social and political realities. However, apart from their legal right to compete like any other graduate, the likelihood was that this trend will continue as long as success in this examination ensures access to the more powerful and prestigious jobs in the Indian bureaucracy in comparison to the professional and technical ones. The distortion, therefore, lies in the larger system of government and is not amenable to resolution through reforms of this Examination.

6.5 Lack of Awareness

Lack of sufficient information about the Civil Services Examination is an area of concern. Candidates do not seem to know much about the other services apart from the IAS, IPS and a few Group 'A' Services like the Indian Revenue Services and Indian Foreign Service. This leads to candidates giving uninformed service preferences without knowing about the job requirements of various services, which they later regret. Lack of information about the examination may also lie at the root of under-representation from some backward or remote parts of the country or under-privileged strata of society. There was unanimity on the limited effectiveness of the present system of dissemination of information about this examination, although it was also acknowledged that since it is a long established examination conducted in 40 towns and cities throughout the country and it is advertised through the press and other media, there would not be many such pockets or segments of qualified potential candidates who would still be unaware of it.

6.6 Eligibility

6.6.1 It has been suggested that candidates should be recruited fresh out of colleges before they acquire habits or behaviour which are inimical to the value system of the civil services, and as such recruitment should be limited to the age group of 21-25 years. The higher age limit is blamed for poor trainability as well as being an obstacle to imparting values. A major constraint in reducing the age limit, however, is the late start in education by the disadvantaged/rural groups

6.6.2 The large number of attempts permissible at present allows candidates with average ability the scope to perfect the technique of the competitive examination and come into the merit list. However, if the number of attempts is reduced to only one or two, the weaker sections may be further handicapped, especially the late blossomers among them. However, it is in the interest of candidates, as also in the national interest, that those who have little chance of making the grade know it at an early stage of the selection process. This would help them to use their time, energy and resources more gainfully in preparing for careers better suited for their interests and abilities.

6.7 Preliminary Examination

It has been suggested that if the Preliminary Examination is recast into an aptitude test and uses other modern methods which test logical reasoning and problem solving abilities, this would be an improvement. However, an alternate view was that these tests are meant for admission to certain courses, whereas the Civil Services Preliminary Examination is meant for selecting candidates to join government services. These tests have limited purpose for the Civil Services for which candidates have to be selected for broad based public service. Hence, special tests would have to be devised if this method of testing for aptitude is to be adopted.

6.8 Objective Vs. Descriptive Type of Questions

It is said that objective tests do not adequately test analytical skills or in-depth knowledge of a subject, whereas it is difficult to standardise descriptive type answers. For example, in language subjects, and certain other humanities and social sciences subjects, it is difficult to set objective type questions. On the other hand, without objective type tests, it may not be feasible to short list in a reasonable span of time a few thousand candidates from out of one and a half lakh candidates, who appear in the preliminary examination. For testing reasoning abilities the objective type tests may be useful but, at the same time, it may be advantageous to candidates of certain disciplines.

6.9 Optional Subjects

6.6.1 In relation to the need for optional subjects, two distinct views were expressed to the Committee. The first view was that the list of optional subjects should be neither so restrictive as to discourage promising candidates nor so large as to seriously affect uniformity of standards. Highly specialised subjects or those offered by a very limited number of candidates increase options but benefit very few candidates. New developments in education should, however, be taken into account. The present objective is to choose

the cream of the country's talent - cutting across the social, economic and educational strata. It was presumed that all the major optional subjects belonging to various academic disciplines which are taught in a majority of universities would provide the base and hence would be available to choose from in the examination. A candidate can choose any of the available optional subjects irrespective of her/his academic discipline/background. The basic premise behind this is that if a candidate can perform well in one's chosen area of study, s/he can also do well in her/his assigned administrative responsibility after getting the necessary skills through training in the related field. The constraint is that apart from the existing list of 51 optional subjects, suggestions have been received to add another 50 subjects. With spurt in economic activities and technological changes there will be scope for further proliferation. Of these 51, the number pertaining to literature of Indian and foreign languages is 26. For example, it was felt by some that in terms of depth, width and scope, the effort required to be put in for one literature subject is not comparable to that which is required for other subjects.

6.6.2   The other view was that in spite of the scaling and moderation of marks between different subjects, due to the large number of subjects with varying range and complexities of coverage, it is not easy to provide a level playing field. Moreover, most of these subjects do not test the knowledge, skills or attitudes which one would be looking for in candidates seeking entry into the civil services. At least one fifth of the candidates do not even offer the subjects which they had studied in college/university. Moreover, retesting of subject knowledge on the university pattern by the UPSC would scarcely be appropriate for entry to civil services. In this view, the present pattern of subject papers should be fully reviewed as they do not serve the purpose of recruitment.

6.10   Medium of Examination

Due to the large number of language media available for answering questions (18 languages mentioned in Schedule VIII to the Constitution), implementation with regard to uniformity of evaluation and confidentiality has been found difficult. On the other hand, keeping only one or two languages which are widely used may adversely affect the cause of social and regional equity. In the future, of course, it may be possible to use technology for translation/interpretation from one language to another in real time, but that development is yet to take place.

6.11 English and Indian Languages

6.6.1 A view has been expressed that some of the candidates do not possess minimum working knowledge of English which is presently serving as a major functional link language, especially in the international context. There may be a need to upgrade the level of English testing to 10+2 level at least but in such a way that candidates from disadvantaged groups will not be affected adversely. On the other hand, if this test is made only qualifying, as it is at present, candidates tend not to take it seriously.

6.6.2 Knowledge of at least one Indian language is considered necessary as it is felt that a person who does not know any of the Indian languages will be ill suited for public service. On the other hand, it is felt that linguistic competence may not be required for efficient functioning of all the civil servants but only for some categories and not necessarily in their own language, but that of the State to which they are allotted, or, in the case of Foreign Service, in the linguistic region in which they have to work. Language may be relevant in the case of All India Services only and in any case, the officer has to learn the language of the State to which s/he is allocated. Similarly, like English, if this test is made only qualifying, as it is at present, candidates do not take it seriously.

6.12 Interview for Personality Test

Though it is widely accepted that an assessment of a candidate's personality is best done through an interview procedure, it is also clear that such procedure to be objective should be structured in such a manner as to ensure equity and justice to all the candidates regardless of their social or regional background. The effectiveness of such a procedure would lie in its ability to objectively test and evaluate the character and personality of the candidate in terms of the demands that would be placed upon the candidate during the course of a career in the superior civil services. A dominant concern was that the mere ability to speak fluently or possess a superficial polish and ability to impress a Board momentarily should not become a passport to entry to the higher civil services. The other major concern in this area was the problem of uniformity of assessment in a scenario in which several interview boards were being utilised simultaneously and each interview lasted only about 25-30 minutes. A more structured and elaborate testing procedure would no doubt also face similar constraints but if the overall contribution and content of this facet of the examination is to be enlarged in every aspect, the extra time and resources required would be justifiable.

6.13 Minimum qualifying marks for Personality Test

Several voices were heard by the Committee in favour of prescribing a minimum qualifying standard in the Personality Test, failure to attain which would entail disqualification from the selection. The concerns which prompted such demands have to do with the importance of personality and qualities of character and psychological fitness which, it was felt, were a sine qua non for the higher civil services and the paramount need to prevent persons found unsuitable in such assessment entering the superior civil services. On the other hand, it was also felt necessary to ensure that the legitimate interests of candidates from rural/backward areas and underprivileged sections of society, are fully protected.

6.14 Duration of Examination

Currently, the duration of the examination, starting from the issue of notification to the declaration of final results, is 18 months, which is too long. It adds to the high social cost, including costs to the individual, besides costs to the public exchequer. This is primarily because of the large number of optional subjects and the number of candidates. It was felt that the key to a shorter duration lay in the type and number of question papers, and the technology of examination, since nothing much could be done about the number of candidates.

6.15 Equal opportunity to persons with physical disabilities

There is a large number of unemployed physically challenged persons in our country who have the potential and motivation for contributing to the national economy through gainful employment. A good number of these would also possess the qualifications and qualities of head and heart required for a career in the higher civil services and given the proper facilities and necessary infrastructure, they can prove their merit and occupy posts in the various services.

6.16 Common Examination vs. Separate Examination

There was a view expressed that the existing scheme for recruitment to a variety of All India Services and Central Services on both Group 'A' and Group 'B' did not cater to the special requirements for certain services like IAS, IPS, IFS, ICAS, etc. It was argued that different sets of knowledge, skills, attitudes and levels of physical fitness needed to be tested for different categories of services. On the other hand, it was pointed out that functional specialisation became less important at the higher echelons of the civil services which are all essentially generalist in nature. The ability to adapt and perform cross-functional roles was equally necessary in all the superior civil services. It was also the consensus among the

retired senior civil servants that all the services have certain common requirements in terms of aptitude and basic administrative skills. The special requirements, if any, can be and are met during the induction training in the respective academies. It was generally felt that the present scheme of a combined examination catering to a range of All India and Central Services also has the advantage of putting in place a cohesive and homogenous team of young men and women, who have the requisite intellectual acumen and attitudinal orientation required to provide the leadership to the civil service organisations which serve the country. Then, there was also the issue of administrative and technical problems which would arise if the UPSC were to be required to organize a multiplicity of examinations all of which would have the same 'catchment' in terms of the educated youth of this country.

6.17 Allocation to Services

There is a view that allocation of candidates to services should be done more scientifically, preferably on the basis of performance in the academy and the ranks secured in the UPSC examination. This would provide a better matching of the candidates' profile with service requirements. On the other hand, it is feared that such a move may give rise to sycophancy in the Academy and get mired in controversy and vitiate the atmosphere. It can also be claimed that the disparities in career prospects among different services are so wide that the Academy may not be able to withstand the pressures brought to bear if it has a role in allocation to services. However, these may be untested assumptions and may not be a widespread view.

6.18 Post Recruitment Training

There is concern that some probationers do not take the post-induction training seriously. A view was expressed that there is need for imparting greater rigour in the training process and assigning sufficient weightage for the performance of a probationer during training at the time of confirmation.

6.19 Post-Induction Scenario

A strong view was expressed that examination reform by itself has to be embedded in a process of better management of the civil services in India. This would include serious examination of recommendations which have been repeated by various high level bodies, beginning with the Administrative Reforms Commission, regarding tenure, promotion, depoliticisation of postings and transfers and related issues. The whole question of disincentives, including weeding out, has also to be addressed. Recruitment and training reform by itself can play a role only in this wider context. A major concern of the existing

system is not the recruitment process only but also the post-recruitment scenario. The rank obtained in the CSE remains fixed throughout the career. Although the recruitment procedures have been regularly improved over the years, a concern was expressed that there has been some decline in the performance in the post-recruitment stage as there is hardly any system for rigorous evaluation during the next 30-35 years in the career of an officer. Need for developing professionalism, reducing constitutional guarantees/safeguards, weeding out deadwood, devising compensation/incentive scheme are some of the suggestions heard in this regard. The Government could also examine new ideas like greater mobility and cross-fertilization between civil services and the public/private sector and NGOs, keeping in view the world trends in structure and management of the civil services.

6.20 Market pattern of hiring vs. existing pattern

It was suggested that the Government may examine the possibility of moving over from the present system of recruitment to the higher civil services to the market pattern of hiring, which is largely contract-based, used by other governments, especially in the more developed countries and also in the private sector in India. On the other hand, given the nature of Government and society and the economic realities obtaining in our country, the other view was that the time is not yet opportune for any major or radical shift in this direction though the process of exploration of such possibilities can begin even now.

6.21 The above issues were seriously and repeatedly debated by the Committee during its deliberations. The final recommendations of the Committee reflect their consensus on these issues.

CHAPTER 7

ELIGIBILITY ASPECTS

7.1 Some of the most important issues pertain to eligibility aspects, including age limits, number of attempts, educational qualifications and so on. The Committee received a large number of views and depositions on these aspects, particularly age limits and number of attempts, and are fully aware of the sensitivities involved in the same. On the one hand, there is a large segment of opinion which pleads strongly in favour of reducing heavily the upper age limit and the number of permissible attempts in all the categories of candidates, while on the other there is an equally important concern voiced on the adverse impact of such reduction on the prospects of candidates belonging to rural and/or backward communities from being able to compete and get their due share in the administrative apparatus of the country. The Committee has gone into all aspects of arguments of both sides and also carried out its own analysis based on the actual data of past examinations available with the UPSC office, and the outcome of these efforts is summarized below under different heads, viz., age limits, number of attempts and educational qualifications.

AGE LIMITS

7.2 At present, the upper age limit for appearing in the Civil Services Examination is 30 years for general category, 33 years for OBCs and 35 years for candidates belonging to Scheduled Caste and Scheduled Tribe categories.

7.3 The Civil Services, particularly those services which have a constant interface with people/peoples' representatives and who can be termed as being at the cutting edge of public services, require orientation and moulding of the persons recruited in an appropriate manner. It is obvious that such moulding or orientation can be done effectively only when a person is still at an impressionable age. At the age of 30 and above, recruits can hardly be thus moulded. By this age, an average person would have spent five to seven years after leaving educational institutions and might have held some jobs. Without prejudice to those jobs, it may be stated that such jobs are not always likely to be of a nature that will prepare a candidate for the civil services. The result of higher age limit is recruitment of rather older persons who might have already developed a self-centric worldview, and are not very likely to change their attitudes after being recruited into the civil services: These attitudes, particularly towards morality, ethics and matters such as misusing public office for personal

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gain, have a very important bearing on suitability for the civil services. It is, therefore, very important that, as far as possible, the field of recruitment for the civil services be confined to fresh graduates/post graduate candidates of a relatively younger age.

7.4 Leading private sector entities often recruit candidates on campus. Even some premier public sector undertakings and autonomous scientific institutes undertake campus recruitment. They catch them young. Similarly, the universities should be the catchment areas for the UPSC.

7.5 Entry of candidates at higher age has also been blamed for poor trainability by training academies. It has, therefore, been suggested that the recruitment should be done at an early age, when the candidates are fresh out of colleges/schools, since the mind is eager to learn and the recruits are more amenable to change. A younger person is also open to listening and is more receptive towards inculcation of value systems. It is difficult to develop a different value system when one is older. Besides, candidates joining at a later age will have a shorter span of service, which necessarily implies inadequate time for contributing to policy making at the highest level, which, apart from not being in the interest of the government also leads to frustration and lower motivation in terms of career satisfaction. Civil servants, who do not make it to the top, carry that burden throughout their service career. In view of this, recruitment at a younger age appears to be highly desirable.

7.6 On the other hand, it has been argued that given the relatively poorer educational facilities available for candidates residing in the rural and backward areas, and their lack of awareness of the avenues for higher employment, the candidates in such areas cannot be expected to reach the state of preparedness for competition by the same age as their more fortunate counterparts in the metros and large cities. It has been argued on the other hand that by the time young and meritorious candidates from backward groups living in underdeveloped parts of the country even become aware of the existence of such an examination (which would open the door to higher civil services for them), they are already three or four years older than the better off candidates living in metros and large cities/towns. Even after reaching this stage, the candidates from under-privileged sections of society have to spend much more time preparing for the examination to compensate for the poor quality of education, at the school and college level, which they have received. The same arguments have been advanced in relation to the number of attempts also. What is sought to be emphasized here is the social equity aspect of such public examinations, which plays a major role in determining the participation of all groups and segments of Indian

society. Since such participation is extremely important for maintaining people's faith in the administrative system and its effectiveness and credibility, It would not be proper if these aspects were not given due weightage.

7.7 The Committee's analysis of the data available with the UPSC is summarized below:

7.7.1 Table 7.1 shows the age-wise distribution of selectees of General category for ten examinations from 1990 to 1999. A clear trend visible is the increase in the percentage of candidates getting selected before attaining the age of 26 years, from 65.7% in 1990 to 72.8% in 1999. This also shows that the bulk of the general candidates are able to successfully make it into the civil services before they attain the age of 26 years. This, it may be noted, is in the context of the prevailing scenario of an upper age limit which was 28 years up to 1998 and is 30 years from the 1999 Examination onwards.

Table 7.1

Age-wise distribution (in %) of General category selectees from 1990 to 1999

Age	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
21	3.6	3.9	4.0	6.4	5.0	4.0	2.4	3.8	2.9	2.1
22	9.3	14.1	9.9	11.3	12.3	12.9	11.0	14.7	10.1	11.5
23	16.9	18.3	18.3	15.6	22.7	22.5	16.8	14.7	16.8	16.8
24	19.7	21.7	13.9	24.0	15.5	22.8	23.5	20.7	26.1	23.6
25	16.2	21.2	17.9	19.1	19.6	13.9	17.7	22.2	19.3	18.8
26	9.2	14.0	11.8	14.0	13.2	13.2	14.9	16.2	16.8	11.0
27	10.2	6.7	11.8	9.5	11.7	9.9	13.7	7.9	8.0	9.9
28	6.7	0.2	5.4	0.2	-	0.7	-	-	-	4.2
29	4.7	-	2.1	-	-	-	-	-	-	1.6
30	2.9	-	1.7	-	-	-	-	•	-	
31	0.4	-	1.6	-	-	-	-	-	-	
32	0.1	-	1.4	-	-	-	-	-	-	0.5

7.7.2 In 1999, the percentage of General category candidates appearing from the age groups 21-25 and 26 years & above is 60% and 40% respectively, but the percentage of selected candidates in these age groups is 73% and 27% respectively. This is summarized in the following table.

Table 7.2
General category candidates appearing and recommended
(in the age groups of 21-25 years and 26 years plus)

| Age group | Candidates (in percentages of respective population) | | Success ratio |
	Appeared in CS (Main)	Recommended	
1	2	3	4
21-25 years	60%	73%	1:10.2
26 years and above	40%	27%	1:18.1

Therefore, for General category, the success ratio of candidates in the lower age group, viz., 21-25 years, is much higher than that of the 26 years plus candidates. A more detailed study of the age profiles of successful candidates in horizontally differentiated rank segments shows that the cream of the selectees makes it through the examination at a younger age and that the age profile tends to increase as one progresses towards the lower ranks. This again clearly supports the view that the brightest candidates are to be found in the lower age groups and the quality of selectees gets reduced as the age profile goes up.

7.7.3 In terms of average age of selectees, the last five years' data show that the average age of all selected candidates ranged from 25.2 years to 25.6 years and for General category selectees, it ranged from 24.2 to 25.2 years. This average is obviously sensitive to change in age limits and would undoubtedly decrease proportionately with reduction in upper age limit and vice versa.

7.7.4 As regards the reserved categories, Tale 7.3 shows that in respect of- OBC candidates, the bulk are successful in the examination by the time they reach the age of 27 years and only a small proportion continue to struggle till the age of 28-29 years to achieve success. Beyond that, the numbers

Table 7.3
Age-wise distribution (in %) of OBC category selectees (1994-99)

Age	1994	1995	1996	1997	1998	1999
21	3.4	2.1	1.4	0.5	0.0	0.8
22	6.4	3.2	2.4	3.3	3.5	3.9
23	8.8	9.5	8.9	8.8	7.7	9.4
24	17.2	10.1	12.7	12.6	12.0	10.2
25	20.1	15.3	12.7	11.6	16.9	10.2
26	26.0	13.8	15.0	9.3	18.3	17.3
27	17.6	15.9	13.1	17.7	11.3	14.2
28		9.5	11.7	17.2	12.0	12.6
29		10.6	10.8	9.3	12.0	9.4
30		10.1	10.3	9.3	6.3	7.9
31			0.5	0.5		6.3
32						3.9

are very small. For Scheduled Caste and Scheduled Tribe candidates, Tables 7.4 and

7.5 show that the vast majority of the successful candidates tend to make it by the age of 30 years and only a very small proportion ranging from 5-10% are more than 31 years' old by the time they succeed. There are virtually no candidates of any reserved category getting in beyond the age of 32 years, especially if the last few years' figures are taken.

Table 7.4

Age-wise distribution (in%) of SC category selectees from 1990 to 1999

Age	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
21	1.2	-	1.6	0.7	0.8	2.0	2.2	1.1	-	1.6
22	2.9	9.5	4.7	7.9	6.5	5.9	6.5	9.6	6.6	4.8
23	8.7	6.8	9.4	11.8	13.0	14.9	8.7	4.3	14.8	7.9
24	9.3	9.5	10.2	8.6	12.2	15.8	12.3	12.8	13.1	13.8
25	12.8	14.3	14.8	15.8	10.6	11.9	18.1	17.0	16.4	15.9
26	18.6	11.6	16.4	11.2	10.6	11.9	16.7	14.9	8.2	9.5
27	9.3	16.3	13.3	13.2	14.6	8.9	10.9	13.8	3.3	11.1
28	8.7	6.8	7.0	13.2	11.4	11.9	7.2	2.1	16.4	9.5
29	8.1	10.2	6.3	9.2	7.3	5.0	6.5	5.3	6.6	7.9
30	4.1	6.1	3.9	2.6	4.1	3.0	5.1	8.5	6.6	3.2
31	6.4	4.1	6.3	1.3	3.3	5.0	3.6	6.4	6.6	3.2
32	9.9	4.8	1.6	4.6	5.7	4.0	1.4	4.3	1.6	1.6
33	-	-	3.9	-	-	-	0.7	-	-	-
34	-	-	0.8	-	-	-	-	-	-	-

Table 7.5

Age-wise distribution (in%) of ST category selectees from 1990 to 1999

Age	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
21	2.4	5.1	1.7	-	3.3	2.0	1.7	2.2	-	3.3
22	6.1	11.4	8.5	7.6	3.3	2.0	15.3	4.3	10.3	6.7
23	8.5	5.1	13.6	11.4	14.8	8.2	15.3	13.0	3.4	10.0
24	11.0	10.1	11.9	13.9	11.5	8.2	11.9	17.4	10.3	13.3
25	18.3	15.2	11.9	17.7	14.8	16.3	8.5	10.9	20.7	20.0
26	17.1	11.4	11.9	12.7	18.0	22.4	10.2	6.5	24.1	13.3
27	14.6	12.7	16.9	7.6	11.5	16.3.	15.3	8.7	6.9	13.3
28	8.5	8.9	3.4	7.6	6.6	4.1	8.5	17.4	10.3	13.3
29	3.7	6.3	6.8	6.3	4.9	14.3	5.1	10.9	-	3.3
30	4.9	8.9	1.7	8.9	3.3	2.0	3.4	0.0	13.8	-
31	2.4	1.3	5.1	3.8	6.6	-	3.4	4.3	-	3.3
32	2.4	3.8	3.4	2.5	1.6	4.1	1.7	4.3	-	-
33	-	-	1.7	-	-	-	-	-	-	-
34	-	-	-	-	-	-	-	-	-	-
35	-	-	-	-	-	-	-	-	-	-
36	-	-	1.7	-	-	-	-	-	-	-

7.7.5 It is clear from the above analysis that in the general category, and to a lesser extent in other categories also, most of the bright candidates are able to get through the examination before attaining the age of 26 years. In view of this, prescribing any age limit higher than 26 years for the general candidates would be counter-productive. It was also seen that if the maximum age limit for SC and ST candidates was to be reduced to 31 years, and that for Other Backward Classes to 29 years, it would affect only a very small proportion of the candidates from these categories. In any case, the number of seats reserved for these categories would continue to be filled by candidates belonging to the respective categories, albeit the successful candidates would be younger. A study of the differential cut offs in terms of various communities also shows that if the older candidates were to be excluded, the candidates of the respective categories who would have to be taken from lower down from the merit list to replace them would have only marginally less marks as compared to the displaced older candidates. The statistical data show that there is a wide dispersal across, and density of talent within, both the general as well as reserved categories of candidates in the population. Hence, reasonable adjustments in age limits will not impact quality or quantity of representation of the selectees. Therefore, the slightly downward extension of the select list would not require any significant sacrifice in terms of the quality of selected candidates. (For detailed tables, **Appendix XV** refers).

7.8 With the present higher age limits and large number of attempts, it is felt that undue premium is being put on cramming and memorization while intelligence and analytical and management skills are not sufficiently tested. With the number of vacancies for the higher civil services not varying much from year to year, any increase in the number of attempts afforded through higher age tends to adversely affect the quality of selected candidates as the large number of attempts possible due to higher age limits gives a candidate with average abilities the scope to perfect the technique of the competitive examination and get into the merit list. A relative negative feature is that older candidates tend to use teaching shops and other aids more than the younger ones. This then discriminates against those poor candidates who may have been equally bright but who could not afford to remain out of the labour force and/or spend the money to take such teaching aids. They then drop out at an early age and lose out to an older candidate who could afford to continue buying the additional years and teaching shop support. The issue of a learning support system for the

examination, not dependent on purchasing power alone, like access to an open university, is discussed later.

7.9 In view of the foregoing discussion and analysis, *the Committee strongly recommends a reduction in the present maximum age.* The Kothari Committee had also recommended the age limit of 21-26 years to provide opportunities for candidates who blossom late and who wish to obtain either specialization in a subject or pursue higher academic studies. *The present Committee fully agrees with this view and recommends an upper age limit of 26 years for general category with usual relaxation for the candidates from Scheduled Castes, Scheduled Tribes, Other Backward Classes and the Physically Handicapped, i.e., three years for Other Backward Classes and five years for candidates from Scheduled Castes and Scheduled Tribes and ten years for the Physically Handicapped.* This would meet the requirements of social equity also, as the Committee has amply demonstrated.

NUMBER OF ATTEMPTS

7.10 The large number of attempts permissible at present allows candidates with average ability the scope to perfect the technique of the competitive examination and come into the merit list. However, if the number of attempts is reduced drastically, the weaker sections may be further handicapped, especially those who blossom late among them. At the same time, it is in the interest of candidates, as also in the national interest, that those who have little chance of making the grade know it at an early stage of the selection process. This would help them to use their time, energy and resources more gainfully in preparing for careers better suited for their interests and abilities.

7.11 At present, the permissible number of attempts (including relaxation) for appearing in the CSE for different communities are four for the general category, seven for the OBC category and there is no limit on the number of attempts for the candidates of SC and ST categories.

7.12 The graphs show the percentage of candidates for General and Reserved categories who could finally qualify in the 1995 to 1999 examinations in the first, second, third, fourth, fifth and sixth and in more than six attempts. It may be seen that in the general category, approximately 80% of the candidates were successful in either the first, second or the third attempt, and only about 18% to 25% needed the fourth attempt to get selected.

Diagram 7.1
Distribution of General category selectees on the basis of
number of attempts availed

	1995	1996	1997	1998	1999
	20	29	24	26	18
	34	30	34	31	32

■1st ■2nd □3rd □4th
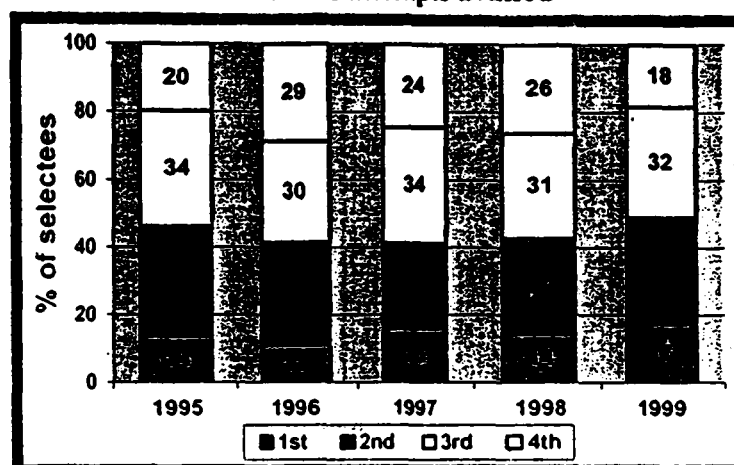
7.13 In respect of the selectees belonging to OBC category, it is seen that more than 80% could make it within five attempts or less while 17% to 19% needed to take six or more attempts.

Diagram 7.2
Distribution of OBC category selectees on the basis of number of attempts availed

	1995	1996	1997	1998	1999
	25.4	18.3	18.1	19.7	19.7
	23.3	19.2	22.8	19.7	23.6
	21.7	18.3	25.1	23.9	20.5

■1st ■2nd □3rd □4th □5th ■6th ■7th
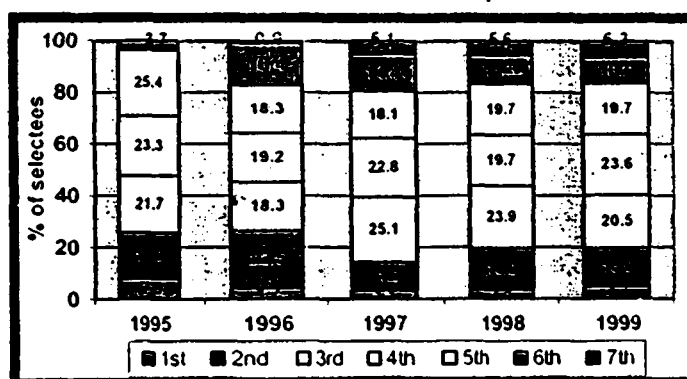
7.14 As regards the SC and ST category selectees, 85% to 90% were able to get through within six attempts, and only 10%-15% needed to take seven or more attempts.

Diagram 7.3
**Distribution of SC category selectees on the basis of number of attempts availed**

	1995	1996	1997	1998	1999
	21.8	16.7	23.4	20.0	23.8
	12.9	24.8	21.3	11.7	22.2
	24.8	16.7	18.1	28.3	12.7

■1st ■2nd □3rd □4th □5th ■6th ■> 6th
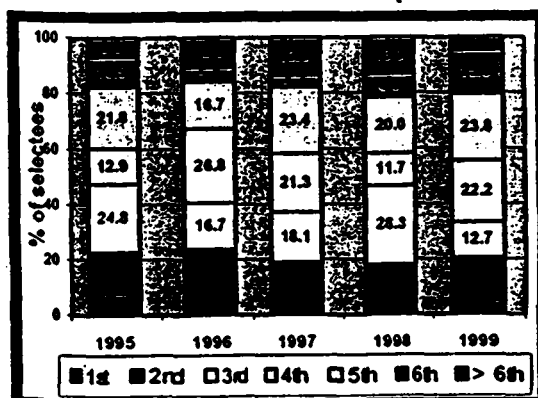
Diagram 7.4
Distribution of ST category selectees on the basis of number of attempts availed

	1995	1996	1997	1998	1999
	26.5	15.3	18.9	10.0	13.3
	16.3	18.2	15.2	30.9	26.7
	18.4	22.0	17.4	23.3	10.0

■1st ■2nd □3rd □4th □5th ■6th ■> 6th
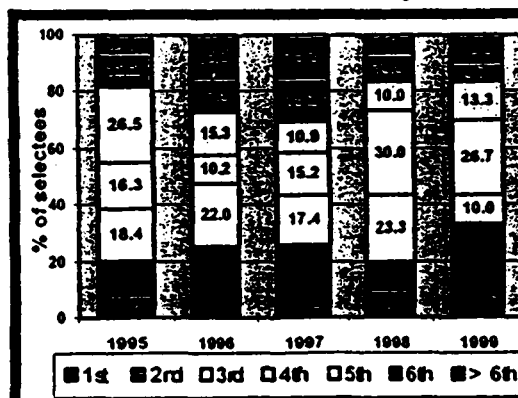
7.15 Correlated with the proposed age limits of 26, 29 and 31 years for General, OBC and SC/ST categories respectively, the data analysed above support the view that three attempts for general category, five for OBCs and six for SC/ST would encompass the mass of the candidates in these attempts and age limits in each category without sacrificing anything in terms of quality.

7.16 It is also seen that in the CSE, increasingly candidates from the reserved categories are securing marks at par with general candidates and, therefore, they are coming in the general merit list without availing of any reservation benefits like age and number of attempts[1]. This positive development is not confined to the CSE alone. The same trend is also visible in other Examinations of UPSC **(Appendix XVI)**.

7.17 A statistical analysis of the performance differential between selectees of different categories in the CSE for the last five years (1996 to 1999) shows clearly the narrowing gap in performance between each of the reserved categories and the general category in terms of "Mean Percentage Marks" and "minimum (cut off)" marks.

Table 7.6
Difference in "Mean percentage marks" and "minimum (cut off)" marks of reserved category selectees and General category selectees

	Difference in mean % marks (X_{mean} %)				
	1996	1997	1998	1999	2000
Gen. - SC	4.37	4.39	3.47	2.55	3.26
Gen. - ST	5.70	5.31	3.71	2.95	4.01
Gen. - OBC	2.96	3.06	2.80	2.16	2.54
	Difference in minimum (cut-off) marks (X_{min}/2300)				
Gen. - SC	95	86	77	69	82
Gen. - ST	133	115	103	76	101
Gen. - OBC	60	-63	71	56	67

7.18 As seen above, all our analyses go to show that the brighter candidates in all categories do not require a large number of attempts to succeed in this Examination and even in the reserved categories, there is a case for limiting the number of attempts to five or six without losing in terms of quality of entrants. Supporting evidence for this comes from a study commissioned by the Committee for estimating the social cost of this Examination which shows that with the present conditions pertaining to age and number of attempts, the social cost runs into hundreds of crores of rupees. This study conducted by Prof. Binod Khadria, Chairman, Zakir Husain Centre for Educational Studies, Jawaharlal

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[1] For data, paragraph 4.2.5 in Chapter 4 may be seen.

Nehru University, based its findings on actual samples and studies conducted on two major campuses in Delhi and took into account the time and money spent by students and their families in preparing for the examination. The estimated amount represents the cost to society of the existing examination scheme and it also brings out clearly that by reducing the age limit as also the number of attempts along with duration of the examination, a substantial reduction in the social cost and wastage could be achieved. In more specific terms, the study reveals that:

i) expenditure incurred by candidates varies across attempts.

ii) The average per capita expenditure incurred by candidates goes up substantially in the second attempt and remains high in the third attempt.

iii) If one attempt for all candidates is reduced, the social cost can be reduced by 10% (approximately Rs.100 crore) – by stock estimates, and by 6%-7% (approximately Rs.60-70 crore) – by flow estimates.

7.19 The Committee have separately gone into the aspect of time consumed by the examination exercise from start to finish and have made recommendations for reducing the same; however, on the eligibility aspects of age and number of attempts, *the Committee is of the considered opinion that the negative outcomes of higher age limits and number of attempts and the costs to society clearly outweigh the very marginal sacrifice in terms of quality of candidates (as represented by lower cut-offs compared to the present), and therefore recommends that the number of attempts permissible to candidates of various categories should be limited to three for general category, five for Other Backward Classes and six for Scheduled Caste and Scheduled Tribe candidates. Physically handicapped persons can be allowed seven chances considering the handicap under which they prepare and compete for this Examination.* Appendix XVII shows the impact of changes recommended in age limits and number of attempts for each category.

EDUCATIONAL QUALIFICATIONS

7.20 It is shown by research that there is a positive correlation between a higher level of education and performance in the Examination. Besides, considering the magnitude and importance of this examination, the graduate requirement serves to discourage the non-serious candidates of undergraduate level who may apply in large number without any serious preparation and understanding for purpose of trial and may ultimately clog the system. *In view of this, it is essential to prescribe graduation as the minimum educational qualification as the candidates are expected to reach a certain level of*

maturity by that time. In this way, it will work as a filter. *However, the Committee recommends that the candidates may continue to be permitted to take the Preliminary Examination while studying for their degree, as at present.*

7.21 It was also suggested that attainment of candidates in various fields like academics, sports, music, social work should be given some weightage. Other questions raised were whether some weightage should be given or not if a person has won Wimbledon or Mathematics Olympiad or again whether academic achievement of 14-15 years of the candidates should be totally overlooked in favour of performance in an examination of a few hours' duration? Our analysis shows that there is a strong correlation between academic excellence in schools/universities and their performance in the Civil Services Examination. The following graph shows the marks obtained in university examinations by candidates who qualified in the Civil Services Examinations from 1995 to 1999.

Diagram 7.5
Academic grades obtained by CSE selectees in colleges/universities (1995 to 1999)
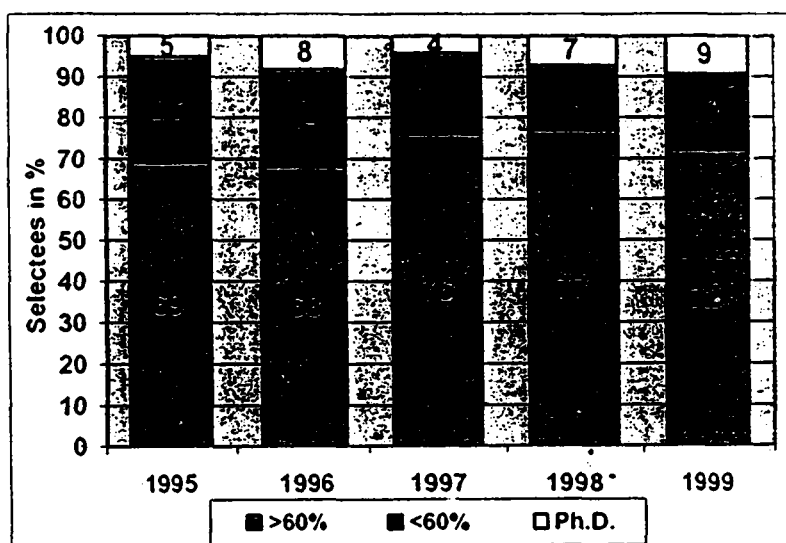
(Seléctees with Ph.D. have not been taken into account in the analysis)

7.22 As we can see, about 68% to 77% of the successful candidates in the Examination secured first class in their university examinations and 4% to 9% were Ph.D.s. The practice of giving some credit to the academic record is being widely followed in the business management schools and engineering colleges. However, any provision in the Civil Services Examination scheme for giving credit for performance in university/college exams would necessarily entail normalisation of marks awarded by different universities, which may not stand scrutiny as a fair system. *The Committee, therefore, does not recommend giving credit for previous performance in university/college examinations, as there is wide*

variation in terms of academic standards and evaluation criteria among these universities. However, overall past record of a candidate would certainly be available to the Interview Board for helping them in their assessment, as at present.

7.23 The Committee has received suggestions that there should be different criteria for candidates from different educational streams, like Humanities, Social Sciences, Sciences, Engineering. Suggestions were also received that it should be made compulsory for candidates to have knowledge of Information Technology, Law etc. Suggestions have also been received that one or two years' minimum experience in social development work, especially in rural areas, should be insisted upon as a pre-qualification. In view of the new requirements for the future civil service, it was suggested that internship with some credible NGOs working at the grassroots should be a must before induction into the civil service. *After thorough examination, the Committee did not find these suggestions practicable. However, the Committee felt that it might be useful for successful candidates to have some opportunity to work for some period with some credible NGOs possibly during the period of training at LBSNAA or the respective professional academies.*

7.24 Some experts suggest that candidates should be recruited at 10+2 level so as to be able to guide and mould the young mind. It is suggested that candidates who were recruited after 10+2 in the National Defence Academy Examination and Special Class Railway Apprentices Examination have made the country proud. However, at age 18, when a large number are likely to complete class XII, the level of maturity, knowledge of the world, fluidity in decisions about a career are all at a stage when it would be too premature to invest the nation's money in recruitment, selection and training, which could result in considerable wastage, both human and financial. Moreover, age and qualification at entry level go together. If the minimum educational qualification is Bachelor's degree, the minimum age at which this can be obtained is 21 years. *Therefore, the Committee recommends that the minimum age should continue at 21 years and the educational qualification should continue to be a university degree in any subject.*

7.25 TO SUM UP

The data have brought out several policy implications regarding the eligibility requirements of candidates, most important of which relate to age and number of attempts necessary for the five categories of candidates, general, other backward classes, scheduled castes and tribes and the physically handicapped. The recommendations of the Committee are borne

out by the statistical data. The data also bring out that a majority of the candidates who enter the civil services already have a first class from their respective universities, thus drawing on the existing pool of talent in the country.

CHAPTER 8

WRITTEN EXAMINATION STRUCTURE

8.1 MANDATE

The mandate of the Committee as regards the Examination Structure is as follows:-

8.1.1	Evaluation of the effectiveness of the scheme in existence since 1993 in terms of suitability of the candidates selected, as demonstrated by their performance during training and on the job.
8.1.2	Measures for obtaining greater uniformity vis-a-vis the competitive elements of the examination.
8.1.3	To suggest modifications/additions/deletions in subjects in the Preliminary/Main Examination.

8.2 EXISTING SCHEME

Consequent upon implementation of the recommendations of the Kothari Committee in 1976, the examination structure came to comprise three successive stages, viz., Preliminary Examination, Main Examination and Interview for Personality Test. The Satish Chandra Committee, after an in-depth study, recommended the continuance of this structure with some minor modifications. A compulsory Essay paper carrying 300 marks was introduced. Besides, some new optional subjects were also added to the list and the weightage of PT was increased to 300 from 250 marks. The following table shows the structure implemented in 1979 after Kothari Committee recommendations, and the structure that evolved after the second review by Satish Chandra Committee in 1993.

Table 8.1

Structure of Civil Services Examination in the post-Kothari Committee(1979) and the post-Satish Chandra Committee(1993) periods

Component of Examination	Number of papers and marks Post Kothari scenario			Number of papers and marks Post Satish Chandra scenario		
Preliminary (Objective type)	General Studies	1	150	General Studies	1	150
	Optional subject	1	300	Optional subject	1	300
Main (Conventional)	English (Qualifying nature and of Matric Standard)	1	300	English (Qualifying nature and of Matric Standard)	1	300
	Indian Language (Qualifying nature and of Matric Standard)	1	300	Indian Language (Qualifying nature and of Matric Standard)	1	300
	General Studies	2	600	*General Studies*	2	600
				Essay	1	200
	1st Optional Subject	2	600	1st Optional Subject	2	600
	2nd Optional Subject	2	600	2nd Optional Subject	2	600
	The General Studies papers, the Essay paper and the Optional papers could be answered either in English or one of Schedule VIII languages while the Question papers were set bilingually.					
Interview	250			300 ·		
Total	2050			2300 ·		
Age	21-28 years			21-28 years (later increased to 21-30 years) (relaxation of three years for OBCs and five years for SCs/STs)		
No of chances	Three for all			4 for General and no restriction for SC/ST. From 1995, 7 for OBCs.		
Minimum Educational Qualifications	Graduate degree			Graduate degree		

For pre-Kothari scenario, refer to paragraph 1.1.10, Chapter I

8.3 MAIN CONCERNS AND CONSTRAINTS

The Committee interacted with a large number of persons from a cross section of society and also conducted a survey through two structured questionnaires, formed working groups comprising experts and conducted workshops and consultation meetings to elicit views on whether the UPSC have been able to recruit candidates with intellectual and moral attributes necessary for discharge of functions needed for the higher civil services through the civil services examination. The Committee also specifically sought their opinion about the structure and methodology of the written examination which comprises both the Preliminary and the Main examination. The Committee desired to know if the examination structure and methodology was providing equal opportunity for candidates from all parts of

the country and sections of the society to compete on a level playing field. The majority of the persons with whom the Committee interacted and those who responded to the questionnaire felt that there was a shortfall in the achievement of the above mentioned objectives due to deficiency in the examination structure and methodology. Some of the main concerns expressed were as follows:

8.3.1 Rote-Based

As against the requirements of testing the analytical and problem solving abilities and ability to apply relevant knowledge to work situations, the present system is mainly found to be testing the memory and various bits of information acquired through rote based learning and is therefore not very helpful in identifying the best candidates from the view point of the requirements of the services. For example, testing of subject knowledge carries 52% weightage and a good part of it is not relevant to the objectives of the examination. Besides, the testing of general knowledge in the Preliminary as well as in the Main examination is also beneficial to those with good memory and ability to predict types of questions likely to be asked. Even the personality test suffers from the same drawback. Today's need is to recruit a person with the attributes necessary for a good civil servant and it cannot be said that with the present system every person who gets selected falls within this category. And on the other hand, it cannot also be denied that possibly better suited candidates are being left out.

8.3.2 Relevance of current syllabi to Civil Services jobs

The basic premise behind the present system which is primarily designed to test what the candidate has studied in college/university is that if the candidate can perform well in his/her chosen area of study, s/he can also absorb the training well and perform effectively in the area of administrative responsibility which may be assigned after the necessary training. How far this assumption is valid and to what extent does the present system assess values, attitude, emotional intelligence, social skills, leadership qualities etc. is a matter of debate. For one thing, the testing of knowledge in subjects based on university curricula where hardly any emphasis is given on application related problem solving abilities is questionable on counts of relevance to the work requirement — for another, mere retesting of such knowledge which has already been tested by the university may be regarded as a repetitive exercise which may not yield the required information on the attributes appropriate and abilities for the civil services.

8.3.3 Duration of Examination

Currently, the duration of the examination, starting from the issue of notification to the declaration of final results, is 18 months, which is too long. It adds to the high social cost (personal) besides cost on the public exchequer. This is primarily because of the large number of optional subjects and the number of candidates.

8.3.4 Lack of Awareness

Lack of sufficient information about the Civil Services Examination is an area of concern. Besides the All India Services and a few Group 'A' Services like the Indian Revenue Services and Indian Foreign Service, candidates do not know much about the 20 other Group 'A' and Group 'B' services. This leads to candidates giving uninformed service preferences without knowing about the job requirements of various services, which they later regret.

8.3.5 Objective type Vs. Descriptive Type of Questions

It is said that objective type tests do not test analytical skills whereas it is difficult to standardise descriptive type answers. For language and certain humanities subjects, it is difficult to set objective type questions. On the other hand, without objective type tests, it may not be feasible to short list a few thousand candidates from out of one and a half lakh candidates, who appear in the preliminary examination, in a reasonable span of time.

8.3.6 List of Optional Subjects

There is a concern that the list of optional subjects should be neither so restrictive as to discourage promising candidates nor so large as to seriously affect uniformity of standards. Highly specialised subjects or those offered by a very limited number of candidates increase options but benefit, often unduly, very few candidates. New developments in education should, however, be taken into account. The prime objective is to choose the cream of the country's talent - cutting across the social, economic and educational strata. It is for this reason that even now all the major optional subjects belonging to various academic disciplines which are taught in a majority of universities, are available to choose from in the examination. A candidate can choose any of the available optional subjects irrespective of her/his academic discipline/background. Apart from the existing list of 51 optional subjects, suggestions have been received to add another 50 subjects. With spurt in economic activities and technological changes there will be scope for further proliferation. Of these 51, 26 pertain to literature of languages. It is felt that in terms of depth, width and scope, the effort required to be put in for one literature subject is not comparable to what is required for other subjects. Again, in spite of the scaling and moderation of marks between

different subjects, there is a feeling that due to large number of subjects with varying range and complexities of coverage, it is not easy to provide a level playing field. The question of adding more subjects has been addressed by the Committee in paragraph 8.4.14.

8.3.7 Medium of Examination

Due to a large number of language media available for answering questions (18 languages mentioned in the Eighth Schedule to the Constitution), implementation of the policy given the need for uniformity in evaluation and confidentiality has been found difficult. On the other hand, using only one or two languages which are widely used may affect the cause of social and regional equity. In future, of course, it may be possible to use technology for translation/interpretation from one language to another in real time, but that development is yet to take place.

8.3.8 English Language

There is a concern that some of the candidates do not possess minimum working knowledge of English. Today our country has the biggest English speaking population after the United States. The use of English is one of the major reasons for the privileged position India holds among the developing nations. Civil servants at all levels have to interact with international agencies, multinationals, and other foreign organisations in the context of trade, investments, social and economic development, human rights, etc. The civil servants must be adequately familiar with English as a functional language as economic diplomacy will be more important in the days to come. For the diplomatic services, however, knowledge of a higher order would be essential so that they can articulate our country's interests with elan and sophistication and win support for the country at various international fora, There may be a need to upgrade the level of English testing to $10+2$ level at least but in such a way that candidates from disadvantaged groups will not be affected adversely. On the other hand, if this test is made only qualifying, as it is at present, candidates tend not to take it seriously.

8.3.9 Indian languages

Knowledge of at least one Indian language is considered necessary for enhancing the understanding of the cultural ethos of a particular linguistic group. It is also necessary for testing the ability to communicate, organise ideas and do logical thinking. The candidate's own language will reflect on these capacities. It is felt that a person who does not know any of the Indian languages is ill suited for public service in this country. On the other hand, it is felt that linguistic competence may not be required for efficient functioning of all the civil

servants but only some categories and not necessarily in their own language, but that of the State to which they are allotted. This may be relevant in the case of All India Services only and in any case, the officer has to learn the language of the State to which s/he is allocated. However, the value of retaining it is greater and therefore language test should be included. Similarly, like English, if this test is made only qualifying, as it is at present, candidates tend not to take it seriously.

Reforms Suggested

8.4 PRELIMINARY EXAMINATION

8.4.1 The Kothari Committee proposed a Preliminary Examination to be conducted at a large number of centres dispersed throughout the country. The main reason for introducing the Preliminary Examination, because the first examination nets a wider base of recruitment, is that it provides a primary screening test for the identification of more serious candidates and to prevent overloading of the selection process by a large number of indifferent candidates who undermine the efficiency and reliability of the selection process. Since it is only a screening test, the marks obtained in the Preliminary are not counted in the final merit list. The candidates declared successful in this examination are approximately 12 to 13 times the number of vacancies.

8.4.2 The main feature of the Preliminary is objective type tests for mechanised evaluation of large number of answer scripts. This test is conducted at over 500 venues in over 42 cities and towns throughout the country in May/June every year and is held on one day. The results are declared in July/August in the same year. This test consists of one paper in General Studies (150 marks) and one paper in one Optional Subject (300 marks) of candidate's choice out of a list of 23 subjects from Humanities/Social Sciences, Science and Technology/Medical and Commerce streams. Each paper is of two hours' duration. The question papers for optional subjects are of graduate level of Indian universities.

8.4.3 The Committee examined the structure for aptitude tests, such as the entrance tests for admission to some business schools and other institutions in India and abroad. The results of such examinations were found suitable in as much as they are not repetitive and predictable and identify the best talent in terms of intelligence and aptitude. The Committee considered the adequacy of similar tests for the civil services recruitment. It was felt that there is a need to take the civil services recruitment a step ahead as there would be additional requirement of testing the candidate's aptitude for the public service and his/her

value system. Originally, the general studies paper was introduced on the Kothari Committee's recommendation to test general awareness and range of interests of the candidates and the optional subjects were meant to test the knowledge of the subject, capacity for comprehension, logical analysis, clarity of thought and presentation skills. The Kothari Committee had also recommended testing of numerical ability and analytical skills (see paragraph 1.2.1.4.1 in Chapter 1). *The Committee proposes to recast the general studies paper into an aptitude test paper where there would be emphasis on comprehension, logical reasoning, problem solving and data analysis. The candidates would be tested on decision making skills. The overall focus would be on testing of aptitude for public service. This paper may be called the Civil Services Aptitude Test (CSAT) paper. It would be an objective type test.*

8.4.4 Regarding the optional subject papers, it was suggested by many that it may be done away with, as it does not provide a level playing field in spite of the moderation/scaling of marks. The success ratio of various optional subjects varies widely. It was viewed by many that with objective type format there is an element of triviality and the scope of testing of academic knowledge in depth is very limited. However, the Committee does not fully agree with this view, though they do agree that there is a need for testing academic knowledge in some depth. *It is recommended that the present optional paper in Preliminary may be continued but the standard has to be upgraded to that of honours level of a good university and the testing has to be made rigorous. In view of this, the syllabus of all the subjects should be thoroughly revised by reflecting the advances in knowledge that are taking place. The questions should be more carefully designed by academicians of repute where emphasis should be given on analytical, logical reasoning and conceptual abilities and not on the memory based rote learning. The "reason and assertion" part of the present question papers, which tests logical bent of mind, needs to be strengthened and given a central place.*

8.4.5 *The Committee, after deliberations, recommends that the Preliminary Examination should continue to have two papers as it is in the present dispensation but in the modified form as suggested above.*

8.4.6 It has been suggested to the Committee that the results of the Preliminary Examination should be made valid for two to three years, i.e., candidates who qualify the Preliminary Examination once should be allowed to appear in the Main Examination in the subsequent years without appearing in the Preliminary again. This suggestion was meant to

reduce social wastage and the load at the Preliminary stage every year. It was similarly suggested to give exemption from appearing for the Preliminary to the candidates who have qualified for PT. This recommendation was also made by the Satish Chandra Committee which the Government did not accept. It is felt that it may not be very useful in reducing social cost as only four thousand to five thousand candidates qualify in the Preliminary Examination every year while about one and a half lakh candidates appear. Besides, it would be unfair to candidates who will appear in the current year for the following reasons:

i) The candidates declared successful in this examination are approximately 12 to 13 times the number of vacancies. Every year the number of vacancies and the total number of candidates appearing in the examination vary. Accordingly, the cut off marks for qualifying in this examination also go up and down. The difficulty level and the success ratio of different subjects undergo change.

ii) The three components of the examination, viz., Preliminary, Main and Interview, are parts of one single competitive examination process. In view of this, inclusion of candidates belonging to another year, i.e., different competitive examination, would not be equitable

iii) Moreover, as the Committee is in favour of adding the marks of the Preliminary examination to the final total (as discussed later), giving exemption would not be logically correct as the marks obtained cannot be added in a later year's examination which is a different competitive process.

8.4.7 *The Committee is, therefore, of the opinion that no purpose will be served by giving exemption to candidates who qualify in the Preliminary in an earlier attempt and the candidates should appear in the Preliminary every time they wish to compete for the civil services examination.*

8.4.8 It has been suggested that there should be negative marking for incorrect answers to discourage non-serious candidates from making wild guesses on the basis of superficial knowledge. This will also raise the intensity of competition. Those who are not in favour of negative marking say that it does not assess the ability of a candidate in the right perspective. It would make the examination more complex and unpredictable. The syllabus is so wide-ranging that intuition and guesswork become operative. It will not be possible for one to know answers to so many questions. The Committee found that the practice of negative marking was widely prevalent and had been accepted as a kind of norm in objective type testing all over the world. Since the Committee is in favour of assigning some

weightage to the Preliminary examination in the scheme (discussed later), it would be more appropriate to increase the intensity of the examination by introducing this additional element of discrimination. In view of this, the *Committee supports the suggestion of introducing negative marking, as designed by experts, in both the papers, to discourage non-serious candidates from making wild guesses, as mentioned above.*

8.4.9 Structure of the Civil Services Aptitude Test (CSAT)

The CSAT paper may have the following structure:

I) Basic Awareness (Nation and World)

> The general awareness of current affairs having a bearing on pubic life in India.

II) Problem solving and analytical skills, logical reasoning and Decision Making Skills (Situations from civil service arena be taken to test reasoning and understanding of problems related to the same).

III) Data analysis ability

> – Elementary Arithmetic,
>
> – Data Interpretation/graphs/charts etc.
>
> – Quantitative;

The Committee recommends that the three parts of this paper should carry roughly equal weightage.

8.4.10 Counting of Marks

The Committee deliberated on the issue of keeping the Preliminary Examination as a screening mechanism as it is existing under the present dispensation or of adding the marks to the final marks. The Committee does not agree with the view expressed by some experts that the marks obtained in an objective type test do not reflect the real calibre of the candidates. In fact all over the world the objective type tests are widely used for testing the aptitude, logical reasoning, data interpretation, comprehension, communication as well as the academic knowledge and they are given due weightage. In our scheme of examination, which will be clearer when we go to the Main examination section which is discussed below, the testing of academic knowledge is only proposed to be done at the preliminary stage. However, while setting the question papers, it is proposed to raise the standard of testing higher by revising the syllabus and asking tougher questions than what is prevalent today. Secondly, the Civil Services Aptitude Test (CSAT) paper, as it is proposed above, is a major departure from the present general knowledge paper which mostly tests memory based learning with focus on bits of information. As mentioned earlier, the proposed CSAT paper is expected to test the analytical, logical reasoning and problem solving abilities of the candidates. The Optional paper will test depth of knowledge and academic excellence. As both these tests in the Preliminary examination are expected to reflect different dimensions

of the candidate's intellectual make up which is required for the civil servants in a changing scenario and which will not be tested again in the Main examination, the test results of Preliminary should not be lost sight of by making it merely a screening mechanism. *In view of this, the Committee, after careful deliberations, recommends addition of the Preliminary Examination marks to the final marks.*

8.4.11 Weightage

Regarding the relative weightage of the Preliminary examination vis-à-vis the Main examination and the Personality Test, *the Committee proposes that this component of the examination should be given 25% weightage in the overall scheme, i.e., 500 marks out of a total of 2000 marks.* The remaining 75% of weightage will be assigned to the other two components. As regards the relative weightage of the two papers in the Preliminary examination, it has been suggested that the CSAT paper should be given more emphasis on the ground that there would be a better level playing field for candidates belonging to diverse academic disciplines. It is argued that by giving more emphasis to the common paper, it would ensure greater uniformity in various competitive elements of the examination to offer a fair chance to everyone. It has also been suggested by many experts that we continue with the existing scheme where more weightage is given to the testing of the subject knowledge as a candidate spends 14 to 15 years in pursuit of academic knowledge. The Committee deliberated among themselves and came to the conclusion that the optional paper needs higher weightage as it is under the present scheme. Presently, the optional paper carries 300 marks as against 150 by the General Studies paper. *The Committee proposes that the optional subject should carry a weightage of 15%, i.e., 300 marks out of 2000 marks, whereas the CSAT paper should carry the remaining 10% which comes to 200 marks.*

8.4.12 Declassification of papers

Since the introduction of the present Preliminary examination in 1979, the question papers were confidential till 1993. After 1993, candidates were allowed to take away the question papers. On review, it is *felt that candidates should not be allowed to take away the question papers with them.* This will help in discouraging the rote based learning.

8.4.13 To sum up, the pattern proposed for the Preliminary Examination would now be as follows:

Name of subject/paper	Marks
Civil Services Aptitude Test (CSAT)	200
Optional Subject	300

8.4.14 Addition/deletion of optional subjects

8.4.14.1 The Committee went into the issue of adding some more optional subjects to the list of subjects presently available for the purpose of the Examination. A large number of requests in this regard received by the UPSC were forwarded to the Committee and we also received some requests directly. At a conceptual level, the Committee feels that the criteria laid down in the Kothari Committee and the Satish Chandra Committee reports for inclusion of subjects for this competitive Examination still hold good and should continue as a guide in this regard. As per the requirements of the UPSC examinations, any subjects included therein pre-suppose availability of a coherent body of knowledge, its currency and historical continuity, availability of widespread, authentic and textual material and accessibility of such materials to a wide range of population. For example, a subject needs to have a recognised literature and should offer a reasonably popular programme of study at under-graduate and post-graduate level and research in a number of institutions. In case of a subject, an organised body of knowledge, corresponding reading material, accepted testing practices are required, along with an adequate pool of competent paper setters. This is essential for designing a proper syllabus and course material as also for identifying suitable unbiased paper setters and examiners.

8.4.14.2 However, since the area of knowledge and number of new subjects is increasing so rapidly, it was felt that consideration of requests for addition of various subjects to the list of optional subjects available for this Examination could not be and should not be, left to committees which may meet after a gap of 10-12 years. In fact, this has to be a continuous and ongoing process, in which the UPSC themselves should take decisions from time to time after examining requests in consultation with experts based on the criteria already before us. The only additionality to this criteria, which this Committee feels, after examining the pattern of subjects taught in Indian universities, is that *at least 25 universities should be offering courses on a regular basis in the subject for it to be considered for inclusion in the Civil Services Examination.* The UPSC should also bear in mind the other factors pertaining to the nature of the subject, its scientific base, the teaching and research methodologies and established avenues for good quality research.

8.5 MAIN EXAMINATION

8.5.1 Language papers

8.5.1.1 Some of the suggestions received are as follows:

8.5.1.1.1 Most premier civil service training academies find it difficult to impart training properly because of lack of adequate knowledge of functional English among a good number of successful candidates. This point of view was also endorsed by several important persons in public life, like the present Minister for External Affairs, one former Minister of State for External Affairs who also belonged to the diplomatic service, and many serving and retired officers of IFS. In this era of globalisation, where the focus has shifted from bilateralism to multilateralism, the successful candidates must possess better communication skills.

8.5.1.1.2 It was suggested that regional languages should not be made compulsory in the CSE as they are not relevant for central Civil Services. For the All India Services, in any case, the officers learn the respective language of the State to which they are allocated. Role of regional languages is important for the provincial services.

8.5.1.1.3 In terms of coherent body of knowledge, width and scope, there is a great variation among the Indian languages. Besides, there may be the possibility of bias by the examiners of languages. In view of this, language paper marks should not be added in the final total.

8.5.1.1.4 It is pointed out by some that the present examination is heavily loaded in favour of English. The candidates from the urban areas and the public schools are benefited more than the candidates from the rural and government schools and colleges. In view of this, knowledge of English should be of qualifying nature only. A good number with whom the Committee interacted also viewed that English being an important language for the transaction of business, deserves adequate weightage. Hence, the marks obtained in the English paper should be counted for preparing the final merit list.

8.5.1.2 Considering various aspects, the Committee feels that it is necessary to ensure that the candidate possesses minimum working knowledge of English and one Indian language. It is not possible to impart such knowledge within the short duration of training. The Kothari Committee was also of the view that it is necessary for candidates to have knowledge of at least one Indian language mentioned in the Eighth Schedule to the Constitution, otherwise

they are ill-suited for public service. The Committee fully endorses this view as it is felt that a development-oriented administration must, in the first instance, be aware of the problems and requirements of the rural and backward areas and of the backward communities and must concern itself with generating a social consciousness which would lead to economic and social development. In other words, a civil administration with these ends must work among the masses, and the masses can be best approached through their mother tongue. By bringing this element, the administration would be more representative and broad based. As regards English, being an important language in this era of globalisation, it becomes necessary to give it due weightage. It would not be out of place to mention that many state governments have made English compulsory in the primary school level. In view of this, *the Committee proposes that the present scheme of testing in English and one Indian language should continue and the standard of language testing should be upgraded to a slightly higher level from the existing matriculation level and apart from being of qualifying nature, the marks should be added to the final merit. It is proposed to give 5% weightage i.e, 100 out of 2000 marks to each paper. In respect of candidates from some North-Eastern states, who are exempted by the Government from appearing in the Indian language paper, merit will be determined on the basis of marks in the remaining papers.* Each paper should be specifically designed to test overall qualities of integrated thinking and clear and precise expression and also depth of understanding of the language. It will, therefore, also combine the Essay element which is presently given as a separate paper (discussed later), but there will be no testing in literature.

8.5.2 . General Studies

On analysis of the existing two papers in General Studies, it is observed that they tend to test memory, more than any testing of analytical ability. The objective of this paper is to test the general awareness as well as range of interests of the candidates. But it is widely felt that with the present system, candidates are gathering a lot of mundane information which may have little connection with everyday life. Moreover, these papers seem to have become a pointless exercise in memorisation, often of totally unnecessary facts. Psychologists have pointed out that 80% of memorisation will be forgotten within a span of two years. Practically, all of it will have no place in the period of service. It has arisen from a mistaken notion of liberal education and testing of general knowledge per se is bound to be of doubtful utility. *In view of the above, it is recommended to replace these two papers with the three common papers being recommended in the later paragraphs*

which would take care of the requirements of testing which is sought to be achieved presently through the General Studies papers.

8.5.3 Essay

8.5.3.1 It was observed by the Satish Chandra Committee that higher civil services require necessary skills to prepare a proper report, i.e., a report on any specified assignment involving integrated thinking and linguistic skills. They are expected to prepare policy papers, notes, drafts and memoranda on a variety of subjects. It is true that skills in these areas can be imparted at training institutes and also can be developed with experience in service. But these useful skills are mostly acquired during the academic career in colleges and universities. Hence, the essay paper was introduced from 1993 with the objective of testing candidates' linguistic skills besides capacity for comprehension, ability for critical analysis, capacity for integrated thinking, assimilation of ideas and clarity of expression.

8.5.3.2 Though the weightage of essay marks is 8.7%, the influence/effect of essay marks is on the higher side. The impact of essay marks has come down from 33.2% in 1994 to 23.1% in 1999. Academic discipline wise, distribution of essay marks of selected candidates reveals that as compared to other disciplines, a greater number of humanities discipline candidates get

Diagram 8.1
Displacement of selectees from merit list if Essay marks not included
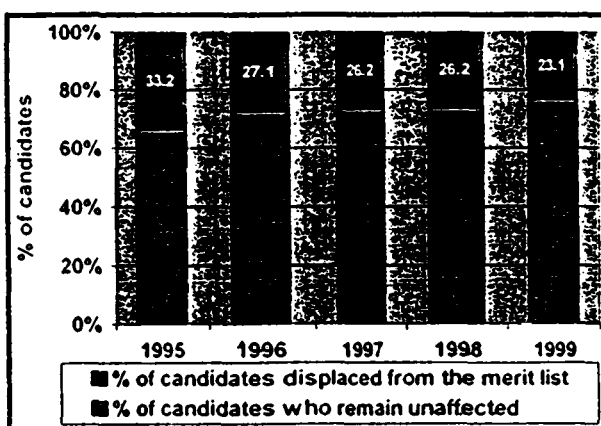
above 50% marks in essay. Besides, the analysis of merit list with and without essay marks shows that change in ranks was more among the top 50 ranks.

8.5.3.3 Data from 1997 to 1999 show that 80% of successful candidates secured 50% marks from 1997 to 1999 in essay. It is learnt that candidates are memorising 20 to 25 essays on different topics and since the pattern of essay topics is repetitive and predictable thereby creating place for coaching institutes to play a role, candidates are able to defeat the system. Besides, there is the problem of uniformity of standards of evaluation. It is difficult to prescribe criteria for evaluation in spite of holding meetings of examiners to set norms of evaluation and by getting the answer scripts evaluated by two examiners independently. Forty percent of candidates write the essay paper in an Indian language. There is a feeling that in the absence of any model answers, bias cannot be ruled out. In view of this, there is

a case for restructuring this paper by defining the testing methodology However, considering its importance to test linguistic skills, capacity for comprehension, ability for critical analysis, capacity for integrated thinking, assimilation of ideas and clarity of expression, the Committee thought it prudent *to retain the essay as a part of the Compulsory English and Indian language Papers with due weightage (as discussed earlier), where it will not only be a qualifying test but also added to the final score. It is further suggested that due care should be taken that there is no element of predictability in the essay topics. Preferably, there should be only one essay based on current issues with multiple dimensions allowing various interpretations*[1].

8.5.4   The issue of Optional Subject papers

8.5.4.1 The weightage of optional subject papers in the present scheme of examination is 52%. The prime objective is to choose the cream of the country's talent – cutting across social, economic and educational strata. It is for this reason that, at present, the list of optional subjects contains subjects taught in major universities, which has led to the UPSC having 51 optional subjects for this Examination. As mentioned earlier, suggestions have been received for inclusion of nearly 50 more subjects. This number is bound to increase with the spurt of economic growth and technological advancement. Some of the new subjects like Biotechnology, Information Technology, Communication, Space, Environment, Sports Medicine, Home Science, Social Work, Fisheries, Chemical Engineering etc. have been suggested to the UPSC recently by many universities and academicians for inclusion as optional subjects. The issue has been discussed in detail earlier in this Chapter.

8.5.4.2 The present testing of optional subjects is based on college/university curriculum. Re-examining the candidates in their own subjects appears to be of doubtful utility. The universities have already done the work and retesting, possibly even at a lower level than what candidates have completed earlier, appears to be unnecessary. What is important is the relevance of a subject to the job requirements of a civil servant, especially in the changing scenario.

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[1] For example, the essay topic could be 'India should stop sending participants to the Olympic Games. It is a sheer waste of money, given the number of medals that our sports people bring back.' The candidates would be asked to write on this topic on the following lines:
What do you think? Do you think that India should stop participating in the Olympic Games? Why? Write a convincing essay of 250-300 words putting forward your point of view. Your essay should have a suitable title, and you should provide at least four main arguments, with supporting details and examples.

8.5.4.3 Problems connected with the setting of question papers and evaluation of answer scripts increase tremendously with large number of optional subjects. Further, given the time-table for completing the full examination process from the Preliminary Examination to declaration of final results, additional strain is caused due to large number of optional subjects. Moreover, the threshold of difficulty is not the same among various optional subjects. In terms of depth, width and scope, the effort required to be put in for one language (literature) or subject is not comparable to what is required for other subjects/languages. It is in some sense impossible to balance different streams like Humanities, Social Sciences, Sciences, Engineering, Medical Science. Besides, the provision of 51 optional subjects, which can be answered in any one of the 18 languages of Schedule VIII to the Constitution, clogs the system because of the problems associated in locating competent examiners, conducting the examination all over the country for a long duration.

8.5.4.4 It has been suggested by many to keep at least one optional subject to test the depth of a candidates' knowledge in the subject of his/her field. However, it is seen that a good number of candidates, who are called "cross-domain movers" by the UPSC, take optional subjects other than what they have studied at college. It is found that a good number of candidates, especially from the science and technical streams take optional subjects from the Humanities/Social Sciences stream. During interactions with senior as well as younger civil servants, the Committee learnt that these candidates take optional subjects based on common perceptions of scorability of different subjects. A study of the selectees of the 1999 civil services examination shows that as many as 41% preferred to take the examination with both optional subjects different from those which they have studied in college/university. Of these the maximum number were from the engineering/technology streams followed by those from science subjects and few from arts, medical and commerce streams. Table 8.2 gives the picture for the last three examinations 1997-1999 for which data are available. The reasons furnished by the candidates for opting to appear in this tough competitive examination in subjects other than the one they had studied in college included aspects like high scoring/easy nature of the subjects opted, availability of material/guidance, general interest or aptitude and in a few cases academic subject not being available in the UPSC scheme. Whatever may be the reasons given by the candidates, the widespread perception that "scorability" is the chief criterion which a candidate adept in the techniques of examinations favours while choosing his/her optionals is difficult to counter. Needless to say the perception of scorability also changes from year to year because faced with periodic updation of syllabi and tightening up of the question papers patterns by UPSC,

the quest for the relatively more scoring subjects continues on a shifting pattern. The advertisements put out by tutorial colleges and coaching institutions clearly reflect these trends and given intensive coaching and the help of some guide books it takes only a few months of preparation for a particular type of candidate to "crack the system". This phenomenon can hardly be reflective of any depth of knowledge even in the given subject area, what to speak of knowledge, skills and attitudes required for civil service.

Table 8.2
Academic Discipline-wise distribution of cross-domain movers (1997-1999)

	Year	Academic discipline	Both optionals same	One optional different	Both optionals different	One or Both optionals different	Total number of selectees
	(1)	(2)	(3)	(4)	(5)	(6)	(7)
	1997		197	14	0	14	211
1	1998	Humanities	145	8	0	8	153
	1999		132	7	0	7	139
	1997		18	44	46	90	108
2	1998	Science	23	36	21	57	80
	1999		13	29	30	59	72
	1997		0	11	8	19	19
3	1998	Commerce	0	10	9	19	19
	1999		0	14	14	28	28
	1997		0	78	175	253	253
4	1998	Engineering	0	41	138	179	179
	1999		0	27	115	142	142
	1997		0	14	14	28	28
5	1998	Medical	0	23	14	37	37
	1999		0	15	12	27	27
	1997		0	2	0	2	2
6	1998	Other	0	2	0	2	2
	1999		3	0	0	0	3
	1997		215	163	243	406	621
7	1998	Total	168	120	182	302	470
	1999		148	92	171	263	411

8.5.5 Proposed alternative pattern of testing

8.5.5.1 The focus of the optionals in the Main Examination at present is on university subjects which the candidates have studied. On the other hand, the focus needs to be on what a candidate needs to know or learn in order to be a successful civil servant. Therefore, given the inadequacies and ineffectiveness of the present subject based optional papers in testing the candidates on the required and relevant parameters, the Committee proposes to replace the optional subjects with a set of three compulsory papers designed to test a broad spectrum of knowledge, skills, attitudes and aptitude in a manner which would be more relevant to the requirements of any entrants to the higher civil services. Each of

these papers will be multi-disciplinary in nature but focused on the three broad themes, which in the opinion of the Committee have direct relevance to the higher civil services. These three themes would be "Sustainable Development and Social Justice", "Science and Technology in Society" and "Democratic Governance, Public Systems and Human Rights". Accordingly, the following three papers are recommended for replacing the existing optional papers:

Paper I:	Sustainable development and Social Justice
Paper II:	Science and Technology in Society
Paper III:	Democratic Governance, Public Systems and Human Rights

8.5.5.2 Each of these three papers would carry 300 marks thereby having a cumulative weightage of 45% in the overall total. The standard and rigour of testing in each of these papers would be at the level of knowledge and understanding expected of a graduate of an Indian university. The questions will be framed and benchmarked at that level.

8.5.6 The general aim of the curriculum and the specific objectives for each paper would emerge from the context of the society in which the civil services are likely to function in the next several decades. These bring out the issues or the problems, which the civil service will need to address, and, therefore, the job requirements of the civil services. Besides the aims, objectives and tasks, the curriculum structure must have a focus for organising the ideas, understanding the structure and solving the problems in the context of which they will function. Understanding of these issues/problems will have to be derived from several disciplines, thus acquiring an integrated inter-disciplinary knowledge base. Therefore, the major concepts are to be derived from various disciplines to develop the content of the specific course

8.5.7 The content must have adequate sequence from one idea to the next, some element of repetition for reinforcement and successful mastery, either within the course or across courses, and designed to provide an integrated and a holistic understanding of the content. The curriculum should also integrate the concepts as the major building blocks, with the relevant principles and theories to provide the structure, the differing perspectives and the nature-of the current debate on the issues and problems facing society in the current socio-economic and political context.

8.5.8 The general aim of the three proposed courses is to take an integrated interdisciplinary view of society so that the candidate could enter the civil services with a

perspective that provides the foundation on which the designated training academies for the civil services will build the necessary knowledge, skills and the desired attitudes. Therefore, the readings will be across disciplines rather than specific to a particular discipline. The candidates have already been tested and awarded a degree for the specific disciplines by the universities. This serves as the entry point for them to apply for the civil services. These courses will aim towards helping the candidates to widen their perspectives so that they show a degree of readiness for entering a career in the service of the nation. Such a person cannot have a narrow or a limited understanding of a particular discipline. They should be able to comprehend the factors which are relevant to the society to be served and display a level of understanding as may be expected of those desirous of entering the civil services. They should have sensitivity to current issues and debates and know of some of the attempts of the government and civil society to address these issues and problems.

8.5.9 Given these aims, the papers should be such as to test the interest and the readiness of the candidates to work for society with some understanding of what they will face. The focus of these courses, therefore, should cover issues related to our society, social structure, political and administrative governance, emerging areas of change social, economic, political, managerial; and modern developments in science and technology as they affect society. More importantly, they should reflect (i) the ideals and values enshrined by the Founders of the Constitution, and (ii) total commitment to the most disadvantaged.

8.5.10 The Committee has also examined this issue in a global perspective. It is seen that in many countries like France and U K., the Civil Services Examinations have a focus on human rights,· economic and social development, administrative and environmental law, public systems management, science and technology and economics and accountancy. The world over in the twenty first century, the trend is towards professionalisation and social and functional relevance and academic work related with these objectives,· rather than reliance on formalised theory alone.

8.5.11 The Committee's recommendations will give a specific focus to the civil services recruitment process, rather than keeping it as a general fishing process with a degree of randomness to it. It is also proposed that the Indira Gandhi Open University be asked to develop course material for these examinations and arrangements be made for their dissemination and easy availability to aspirants in all segments of society and throughout the country. The expensive, often unproductive nature of preparation through teaching shops with its great social costs it is hoped will be avoided.

8.5.12 Suggestions for utilising the network of regional and study centres of IGNOU for developing instructional material and propagating the same in distance learning mode have been gone into in some detail in Chapter 12, which can be referred to. The Open University and such other institutions process will also to an extent blunt the critique that the present process of entry is routed through a few select institutions like Delhi University, JNU, IITs and IIMs. It will, it is hoped, be a far more open and egalitarian process.

8.5.13 The areas to be covered in the three papers and the broad syllabus, other than English and Indian Languages, are given at the end of this Chapter. These areas have been arrived at after a series of discussions and workshops, involving leading academicians and other experts, in relation to each paper (**Appendix VIII** gives the details of these meetings and workshops). In these three papers, the general issues concerning the society will be in the fore and there will be academic rigour and examination orientation with well-defined boundaries. As a spin off, it is also expected that it will set a trend for universities to develop and introduce such multi-disciplinary courses.

8.5.14 There has been a concern as to whether in these three papers, it will be possible to test the knowledge of the candidates deeply, and whether the candidates may give the same standard answers which would make it difficult to discriminate talent. To allay such kind of apprehensions, *the Committee recommends that the structure of question papers and course outline of all three papers should be reviewed every 2 to 3 years and should include all new developments. There should be short, objective type, as well as long, questions along with case studies in all three papers, which would require the candidates to have deeper knowledge to answer the questions adequately. Question papers should be prepared in such a manner that candidates will be required to answer questions from each section/component of the paper and do not leave any section completely. There should not be any predictability in the pattern of questions.*

8.5.15 *Considering the objectives, aspects of knowledge, skills, attitudes/values to be tested and contents of each of the three proposed papers, it would be necessary for the Commission to set up a group of experts for doing the job of detailed designing and structuring of the question papers. This group may also be entrusted with the task of evolving a set of guidelines for the paper setters who would need to follow some uniform pattern from year to year.* The Kothari Committee had recommended setting up of a board of paper setters for each area or paper. It is felt, in the outline for each

of these papers being proposed by this Committee, it would be all the more necessary to approach the task of paper setting through a board consisting of experts from the relevant disciplines/professional fields.

8.5.16 The board approach could also be extended to the assessment of the answer scripts and a certain common approach and parameters for assessment could be worked out by this board after studying a fair sample of the actual answer scripts. It should even be possible, in fact preferable, to have the entire assessment done "inhouse", with each expert assessing the question/portion pertaining to his/her area and the work being completed in continuous sittings with periodic cross-checking and sharing of feedback within the board. This sort of an approach would not only cater to the multi-disciplinary nature of each paper but also obviate the need for moderation – besides, it would take much less time than at present, allowing an earlier declaration of results.

8.5.17 Language papers

As discussed earlier, English and Indian Language papers would be of 10+2 standard and the marks would also be added in the final merit. For candidates who opt for Indian Foreign Service, there has to be a higher cut off in English, which should not be less than 50% of the total marks in that paper. Both these papers will contain essays having multiple dimensions. It is proposed to give adequate higher weightage to essay in these two papers so that the objective of testing essay-writing skills in these two papers is met. The objective of English and the Indian language papers is to strike a balance between communicative and linguistic proficiency in English and Indian languages. It is meant to test the candidate's competency in functional writing, reading comprehension, and applied reading and the use of grammar and vocabulary in context. A sample of the proposed structure of the English paper provided by the Central Institute of English and Foreign Languages is given in **Appendix XVIII.**

8.5.18 Medium

The medium of answering these papers (except the language papers) would be the same as the present system being followed in the optional subjects, i.e., the candidates will have the option to answer these three papers in English/Hindi or in any of the Indian languages of the Eighth Schedule.

8.5.19 To sum up the pattern proposed for the Main Examination would now be as follows:

Name of Subject/Paper	Marks
English (including essay)	100
Indian language (including essay)	100
Paper I: Sustainable development and Social Justice Paper II: Science and Technology in Society Paper III: Democratic Governance, Public Systems and Human Rights	300 300 300
Total	1100

8.6   REDUCTION OF EXAMINATION CYCLE

The introduction of the revised pattern of the written examination in terms of the above recommendations may be expected to result in a reduction of the total time taken for completion of the examination cycle by three to four months. In other words, the present time taken, which is about 18 months from the date of Notification to the declaration of final result, can be brought down to 12-15 months.

8.6.1   TO SUM UP

The Committee believes that the new thrust and focus for the Civil Services Examination will be better able to tap candidates who have the appropriate mental preparation, aptitude and attitudes for the All India and Group 'A' Central Services. The structure of the tests will provide the UPSC with candidates who have ability for problem-solving and decision-making as well as persons with better perspective on society and the current social realities.

(Please see next page for suggested areas and broad syllabi of three papers of Main Examination)

PAPER I

SUSTAINABLE DEVELOPMENT AND SOCIAL JUSTICE

OBJECTIVES

The testing in this paper would be focused on issues of development, sustainability and social justice within the overall context of economic liberalisation, decentralisation, globalisation and technological change. Questions should be designed to test the knowledge, skills and attitudes/values of the candidates relevant to their future role as facilitators/partners and coordinators in the field of development and as promoters of social justice for the deprived and under-privileged segments of society. The requirements of each of these three aspects, viz., knowledge, skills and attitudes/values would include the following:

Knowledge

a)   Understand the contribution of historical factors in determining the unique nature of Indian society with its multifariousness of religions, languages, cultures and ethnicity and the emergence of the principles of equity and social justice in such a society.

b)   Develop awareness of the current social conditions of poverty and social disparities and a knowledge of the nature of efforts made for social change through the shifts in focus of the planning process and devolution of the same to the grassroots level.

c)   Understand constitutional rights and human rights and issues related to equity, justice and affirmative action in relation to meeting basic needs.

d)   Understand the structure of the Indian economy, its scarcities, role of markets and the dualistic nature of the system.

e)   Understand the process of economic growth, issues and strategies for addressing the problems of poverty and growth with social justice.

f)   Development options and sustainability; consumption levels (inter and intra-country), and the role of government and people in conservation of environment and non-renewable natural resources and their management.

g)   Understand the relationship between eco-systems and issues of fragility, sustainability and human rights and role of communities in conservation of the environment.

h)   Develop a perspective on the issues related to marketisation, economic and institutional reform, their impact on society, culture and the economy, keeping in mind technology, markets and the small producers.

i) Understand the causes of current social tensions and social conflicts in the country and their implications for mobilisation and social change.

j) Develop knowledge of the movement towards empowerment of local communities, participatory methods of change and the changing role of the civil services.

k) Understand the place of formal and non-formal education in people's empowerment and promotion of social change

Skills

a) Capacity to see relationships between historical factors and the current situation of society, and trends and policy changes and their impact.

b) Capacity to identify trends in the shifting balance of forces of society.

c) Capacity to approach an issue or problem with creative solutions.

d) Capacity to analyse data and to extrapolate their implications.

Attitudes and Values

a) Ability to view data and information with objectivity.

b) Ability to feel empathy with the disadvantaged sections of society.

c) Belief in the dignity and self-worth of people.

d) Belief in the capacity of people for growth and change.

e) Belief in equity and social justice

f) Commitment to Constitutional obligations, as propounded by its Founders, and as facilitators of change, in accordance therewith.

CONTENTS

I. **Nature of the Indian Society**

a. Traditional social structure, feudalism, colonialism and their historical impact on Indian society and economy; rise of nationalism and pre-independence social movements for change related to equity, social and gender justice.

b. Unity amidst diversity and pluralism as a part of the functioning of Indian society. Pattern of diversities: caste, tribe, religion, region and language, community.

Practices of oppression and injustice: caste, class and gender; resistance and accommodation;

Social tensions, conflict and violence; mechanisms of co-existence and conflict resolution;

Impact of urbanisation, industrialisation and democracy on Indian society.

c.   Current social condition: poverty and its relationship to the Indian social structure: distribution of resources, disparities and marginalisation – regional, caste, community, gender, rural and urban and intra-rural/urban. Social indicators of quality of life.

2.   The State and social and political justice

a.   Social conflicts: role of State, consumer (market), and community (civil society). Emergence of social movements, civil society and social change.

b.   Constitutional amendments for increasing participatory governance at grassroots; emergence of community based organisations (CBOs) and non-governmental organisations (NGOs); participatory methods of social change, and the role of the civil services to network and act as facilitators and activists, in a feudalistic and a patriarchal social structure, to promote democratic governance and social change, including gender relations.

c.   Limits of State-centered approach to development participation and working of self-help groups, community based organisations and social movements. Area, evolution, issues and impact of the following movements: women's movements, environmental movements, dalit movements, farmers movements and the naxalite movement.

d.   Social and political conditions for effective exercise of rights, role of movements for civil liberties and democratic rights.

e.   Education and social change: illiteracy, poverty, population. Universalisation of elementary education and adult literacy: strategies by government and NGOs. Need based education at various levels to provide skills for life. Education and its role in empowerment.

f.   The right to life: constitutional and human rights: meeting basic needs: food security, water, energy (fuel and fodder) shelter, health, education and civic and political rights. Development an issue of equity, justice and affirmative action on behalf of the most vulnerable and disadvantaged.

3.   The State and Economic Development

a.   Indian perspectives on economic growth and development policy, the Mahalonobis model, the planning process, self-reliance and industrialisation, basic needs, poverty removal and development policy, economic growth and performance since 1950, patterns and causes, saving, investment, productivity and resource use;

b.   Impact of development planning, policies, programmes and their achievements.

c.   Indian development problems at the beginning of the 21ˢᵗ century. Emergence of a global economy – Indian policies towards economic reform moving from quantitative controls to fiscal and monetary policies in the eighties, the reform of the nineties, current debates related to markets, liberalisation, privatisation. Differential impacts on society and culture, and grassroots economic development; Emergence of India as an information technology power.

d.   Performance in key sectors: industry, agriculture, energy, transport, communications, trade, services, etc.

4. **Critical areas and development and justice**

a. Issues related to development, resources and sustainability. Inequitable distribution of resources within nations and between nations. Conservation and management of scarce resources for equitable development, environmental justice — who benefits/who pays, partnership of government and communities in conservation and management.

b. Land, water and natural resources including oceans, forests, minerals.

c. Carrying capacity and development policies.

d. Issues in urban habitats; disposal of waste; urban transport and the environment issues; water supply; issues of urban location and natural resources; migration, size of cities and slums; decentralised urbanisation and sustainable environment.

PAPER II

SCIENCE AND TECHNOLOGY IN SOCIETY

OBJECTIVES

The general aim of this paper is to gauge the candidate's awareness of the impact of science and technology on society and his/her capacity for objective and unbiased scientific thinking and state of current knowledge on latest developments in the realm of science and technology. The depth of understanding would be tested on the uses and potential of science and technology (including information technology, biotechnology and medical science) in different spheres of human activity and economic development, and their skill in analysing various technology options and identifying viable and appropriate solutions. It would also seek to test the candidate's appreciation of the uses and limitations of technology in the developmental context and his/her awareness of positive and negative impact on human life, society, ecology and environment. The understanding should not only be on capital intensive programmes and practices but those that small communities and the poor can utilise for their development. The requirements of knowledge, skills and attitudes/values for this paper would include:

Knowledge

1. Understand the nature of science, the scientific method (verification) and other systems of knowledge.

2. Understand the difference between science (exploratory, probing, fundamental knowledge development) and technology (application of science).

3. Develop understanding of science and technology for the social good.

4. Understand the impact of technology in the development of agriculture, animal husbandry, pisciculture and forestry in the difference agro-climatic zones in the country, the use of chemicals and other manufactured agents and biological and traditional practices.

5. Understand the issues related to increasing scarcity of land, water and energy, carrying capacity, strategies, and debates on the various possible solutions.

6. Develop acquaintance with the debates and issues related to bio-technology, genetic engineering, human genome, recombinant DNA techniques, DNA finger printing, cloning, their applications in agriculture, animal husbandry, medicine and related developmental and ethical issues.

7. Become aware of the major problems of health in the country and particularly with respect to the health and nutritional levels of women and children. Be informed on the various national level programmes for removing common diseases, improving health and nutritional levels of the population and the refocus of family planning on reproductive health. Ethical issues in health delivery including use of amniocentesis.

8. Acquire awareness of the development of technological revolution in information, communication and electronics, their relationship to agriculture/rural development, industry, commerce, education and culture in effecting change. Strategies for bringing their usefulness for the poor and the disadvantaged groups.

9. Develop understanding of the relationship between industrial development, choice of technology and sustainability in terms of resource availability.

10. Develop awareness of the impact of technology on the environment (various components), environmentally friendly and energy efficient technologies and products, traditional practices, national policies and programmes. International conventions and eco-dumping issues. Protection of biodiversity.

11. Develop awareness of the mission-oriented strategies and policies in various spheres to bring the fruits of technology to the masses and the drive to self-reliance in an era of technology restriction regimes.

12. Develop awareness of people's participation in sustaining good practices and promoting change.

Skills

1. Develop capacity to seek information and to discern the difference between information and facts supported by evidence.

2. Develop capacity to analyse data and extrapolate facts.

3. Develop capacity to analyse issues, sift evidence and arrive at a judgement of the situation or take a view or perspective of the situation.

4. Develop capacity to take a view on the nature of science and technology in affecting the human condition both positively and negatively.

Attitudes and values

1.   Develop a scientific temper.

2.   Develop value for ascertaining facts before making conclusions.

3.   Develop appreciation of scientific endeavour and, at the same time, maintain perspective for its value, or otherwise, for the human condition.

CONTENTS

A.   Science and Civilization

History of Science and Technology.

a.   Science and technology: Definitions and their rise in a historical context; scientific method and scientific temper.

b.   Technology as an independent knowledge system

c.   Emergence of commercial and economic uses of science and technology.

d.   Indian response to modern science: Scientific thought and growth of science and technology institutions in modern India – Role of J. C. Bose, Vishseshwariya, P.C.Roy, Mahendralal Sircar, C. V. Raman, Nehru, Saha, S. N. Bose, Bhatnagar, Bhaba, Mahalonobis.

B.   Dynamics of Scientific and technological innovation for social and economic development

a.   Sources and economics of innovation.

Social and Economic factors that accelerate innovation.

b.   National innovation system
-    Organisational arrangements for promotion of innovation.
-    Institutional arrangements for R&D
-    Technology and innovation support system
-    Technology transfer and technology assessment
-    Science and technology education system

c.   Relationship between traditional and modern knowledge systems for innovation:
Contribution of traditional knowledge systems.
Individualised benefit vs. social benefit as distinctive approaches of modern and traditional knowledge systems.

Patent and intellectual property rights: implications on traditional and modern knowledge systems.

C. Applications of science and technology: status, opportunities and societal implications in Indian context

1. **Agriculture and allied sectors (animal husbandry, forestry, pisciculture etc.)**

a. Present scenario: Agro climatic conditions, land and water management strategies, land use and cropping patterns. Suitable organisations and policies, production organisation.

b. Growth of agricultural science and scientific research in India, including latest advances in biotechnology.

c. New technology and applications in agriculture and allied sectors: soil fertility, irrigation and water harvesting structures, mechanisation, etc., Implications by size of farm, resource utilisation, income distribution, employment, social inequality.

d. Technology missions: Green revolution, White revolution, Oil seeds mission, Waste land reclamation - assessment of success and failure in terms of social and economic costs and benefits.

e. Technology implications of WTO agreements for Indian agriculture.

f. Current challenges before the nation keeping in view national priorities and imperatives.

2. **Industry (organised and unorganised sectors, formal and informal sectors)**

a. Present scenario in the industrial sector in India in the background of world developments.

b. Impact of science and technology on Indian industry and organisational arrangements for R&D and innovation.

c. Status of corporate R&D and innovations in India including small scale industries.

d. Status and importance of the informal and traditional sectors, rural industries and impact of science and technology, information and communication technologies and regional and global markets.

e. Organisational arrangements for promotion of informal, unorganised, and traditional sectors: Employment and income generation, poverty alleviation.

f. Technology implications of WTO agreements for Indian industry.

g. Current challenges in the industrial sector keeping in view national priorities and world trends.

3. **Water**

a. Present scenario and national priorities – major issues pertaining to water – solutions in technology.

b. Mapping water resources in India: Monsoon, tanks, river, ground water etc.

c. Water management: small and big dams, national water grid, water logging etc.

d. Nature and extent of the problem of distribution of water over various uses: Drinking, irrigation, industrial, agricultural; also urban and rural, inter-regional.

e. Nature and extent of the problem of water pollution: Industrial pollution, pollution from modern agricultural practices.

f. Scientific and technological solutions of the water related problems in India: drinking water mission, water harvesting, traditional methods of water conservation and water harvesting and people's intervention, role of NGOs.

g. Project Design and preparation: Economic and social issues in design and project implementation, technology choices, modern water distribution technology.

h. Consumptive use, technology and water use sufficiency, national water grid.

i. Major technological challenges in the sector in terms of national priorities and scarcities.

4. Energy

a. Present scenario in the energy sector in India and the major issues and challenges facing the country in this sector.

b. Major sources of energy in India - current status of renewable and non-renewable sources.

c. Prospective sources of energy and their present technological status: Hydro Fossil non-conventional and renewable energy sources.

d. Environmental and societal impact of energy generation and distribution technologies and consumption patterns.

e. Status of energy related R&D in India – development of clean coal and thermal power generation techniques, methane bed technology; energy efficiency and energy audit.

f. Energy management: national supply and demand scenario, energy losses, misuse and conservation. Social issues related to energy management, futuristic energy models for India.

5. Environment

a. Present scenario and national priorities – major issues pertaining to environment – solutions in technology.

b. Nature of environmental degradation: Negative impact of deforestation, industrial and agricultural practices on the environment.

c. Social and economic implications of environmental problems: Impact of pollution on human health and economic productivity, use and disposal of hazardous substances, climate change and ozone depletion, global warming, national and global perspectives and debates.

d. Conservation of biodiversity and sustainable development.

e. Sustainability considerations in development - Environment friendly technology – product development choices.

f. Environmental justice.

6. Transport

a. Present scenario in the transport sector in India : Traditional and modern modes, satisfaction of need and comparative efficiency.

b. Technology issues relating to Transport Infrastructure - road and railway network, inland water transport; air transport, commercial, passenger, personal vs. public transport.

c. Transport and Fuel: Substitution between various types of transport and fuel as a factor.

d. Mass rapid transport systems.

e. Fuel efficient technologies.

f. Challenges for the future of transportation systems and the role of technology.

7. Information Technology and Communication

a. Emerging technologies and their implication on globalised economy including Internet, e-commerce, etc.

b. Prospects of using modern telecommunication systems, including satellite based, for various sectors of development including rural development and artisan based industries, resource utilisation, organisational efficiency through better information networking.

c. Access to information: Sociological and cultural impact on society – Government channels, e.g., provision of information kiosks, information modes through PCOs/Post Offices, etc.

d. Challenges for the future in the communication arena: opportunities and prospects flowing from the new convergence laws/regulatory framework.

8. Health and Nutrition

a. Disease patterns and health services and research priorities – the present scene in India

b. Preventive versus curative health care in India – recent technology interventions in the field of Immunology, family health, biotechnology, communicable and infectious diseases.

c. The new population policy and ensuing debate

d. Reproductive and Child Health care and women's health – technology issues.

e. The debates around health sector reforms

f. Technology as a tool for prevention and control of epidemics — public health aspects like pest control, air and water pollution, adulteration.

9. **Atomic energy and space**

a. Atomic Energy: National priorities and programme, national security and environmental concerns, health and agriculture.

b. Space: Evolution of Indian space programme, space policy; contributions to telecommunication, weather forecasting, agriculture; space products - GIS, GPS remote sensing etc. - status and potentiality. India's capabilities in launching space vehicles on commercial basis.

c. Challenges for the future - completing the nuclear fuel cycle and Fast breeder reactor as commercial solutions for India's energy shortages.

10. **Science and technology and the concerns of the welfare State**

a. Science and technology applications and egalitarianism

b. Appropriate technology and technology assessment in terms of socio-economic parameters.

c. Problems of depletion of resources like water, land, fossil fuels, etc. through over-use. Also problems relating to land fertility, soil erosion. Technology options in the light of resultant displacement of human habitation, environmental impact, loss of biodiversity including flora and fauna, economic distress resulting from inequalities in employment, technology giving rise to social evils like female foeticide.

PAPER III

PUBLIC SYSTEMS, DEMOCRATIC GOVERNANCE AND HUMAN RIGHTS

OBJECTIVES

The testing in this paper would be focused on the role and functions of Government, management of public systems and the issue of human rights. The candidates will be expected to demonstrate a broad awareness of the institutions, legal framework and processes of governance and of the management of public systems. The candidates' understanding of the constitutional foundations of governance in the country and constitutional values like democracy, pluralism and social justice and rule of law will also be gauged. The questions should be designed to test not only this knowledge but also the skills and attitudes/values which the candidates will be required to have for effectively fulfilling their future roles as facilitators of change leading to empowerment of people and as effective managers of public systems providing efficient and affordable public services. The

requirements of each of these three aspects, viz., knowledge, skills and attitudes/values would include the following:

Knowledge

1. Understand the elementary principles of public law including the emerging economic laws which structure the legal framework under which governance is organised.

2. Understand the directive principles of state policy, fundamental rights and duties; universal rights of citizenship; religious and cultural rights; individual and group rights.

3. Knowledge of the special provisions for vulnerable groups, gender, child, minorities, including the Sixth Schedule and human rights. Understanding of the dynamics and issues in governance related to environment, corruption, individual versus public interest and issues of scale.

4. Understand the meaning of federalism, parliamentary democracy, centre and state relations, bifurcation of responsibilities—central, state lists and items devolved to the panchayat.

5. Understand the political and administrative structure of governance.

6. Understand the functions of the various Commissions and statutory bodies.

7. Understand the types of disasters (natural or people-made) and aspects of their management, use of communication technology, including people's participation as a strategy in rehabilitation.

8. Understand of the structure of the civil service and its role and responsibilities and the problem of conflicting loyalties.

9. Understand the collective functioning of the cabinet system and responsibilities of various functionaries under this system; accountability of executive to the legislature, the principles governing relationship between the executive, judiciary and legislature, and the institutional arrangements for ensuring harmonious functioning between the different arms of Government.

10. Develop familiarity with world covenants governing inter-country relationships related to security, ecology and environment, and those specific to vulnerable groups – women, children and the physically and mentally challenged and indigenous peoples.

11. Develop knowledge of the basic principles of management applicable to public systems which would include efficient use of human resources, money, materials and machinery, to achieve the goals of public organisations.

12. Develop knowledge of issues germane to quality of governance, performance measurement, administration, right-sizing Government and freedom of information.

Skills

Develop capacity to analyse and suggest solutions to problems in the functioning of public systems based on their understanding of the same.

2   Develop appreciation of the enabling role of the civil service.

3   Develop appreciation of the distinctive role of the civil service vis-a vis. the political structure; basic provisions of the Constitution with respect to centre-state relations.

4   Develop appreciation of grassroots democracy and the facilitating role of the civil services in encouraging democratic governance and empowerment of communities.

5   Develop skills necessary for fair and equitable resolution of grievances.

Attitudes and Values

1   Develop views on strengthening the unity and integrity of the nation.

2   Develop basic values enshrined in the Constitution by its Founders – democracy, pluralism, tolerance, social justice and equity.

3   Develop commitment to the Constitutional safeguards for the uplift of the most disadvantaged groups for the protection of their rights and obtaining justice from the system.

4   Develop objectivity and remain committed to the principles of integrity and honesty in dealings with the public.

5   Develop an attitude of championing change, contributing towards development and efficient delivery of public services for the people at the grassroots.

6   Develop an attitude of commitment to the cause of the underdog and a willingness to champion the same.

7   Develop commitment to economical and efficient use of public and common resources.

CONTENTS

1.   **Fundamentals of Governance in a Pluralist Society**: Structure and Institutions of Governance - Constitution of India, the significance of the Preamble, Parliamentary form of Government, Role and basic structure of Executive, Legislature and Judiciary.

2.   **Fundamental Rights**: Equality and anti-discrimination laws – system of reservation and affirmative action. Right to freedom and limitations thereon, freedom of the Press and censorship laws - protection of life and personal liberty, preventive detention laws, protection against arrest and detention. Rights against exploitation, bonded labour and child labour abolition laws, right to freedom of religion, laws curbing communal and fundamentalist activity, minority rights. Right to property. Right to constitutional remedies Supreme Court's role on human rights protection. Role of Human Rights Commission. Fundamental Duties and their enforceability

3. **Legal framework :** Basic principles of contract, tort and laws regulating economic development and trade, issues relating to environment protection, employer-employee relations, consumer rights and courts and intellectual property and law relating to common property resources.

4. **Political and administrative structure of governance:** Understanding the dynamics and complexities of competitive politics, political parties, sources of self-correction, democracy at work, political representation, change processes. Elements of democratic decision making.

5. **Citizens Participation in Decision Making:** Representation of People's Act and powers of Election Commission, Parliament and State Legislature, Representation in municipal and panchayat bodies.

6. **Judicial Review of Legislative and Administrative Action/Limits to government power:** Principles of natural justice, reasoned decision making processes and rational exercise of administrative discretion in constitutional governance - Contempt of Court. Public Interest Litigation.

7. **Quasi-federal nature of the Indian State** - Decentralisation and devolution of powers, functions and nature of Indian Federalism; participatory and grassroots democracy. Centre-State relations, division of power under the Seventh Schedule.

8. **Decentralised Planning:** Decentralised planning up to grassroots level and participation in decision making by weaker sections. Alternative methods and solutions. Economic viability of local bodies and constitutional amendments – their taxation and borrowing powers.

9. **State and Civil Society and Local initiatives in development and citizens participation in decision making:** Non-Government Organisations, Self-Help Groups, User Groups and People's Organisations, Urban Neighbourhood Associations, Producers' cooperatives and newer forms of co-participative organisations with mixtures of state initiative and peoples' groups. The movement philosophy and its impact on society.

10. **Civil Services, Probity in Public Life :** Role and structure of civil services, duties and responsibilities, public charter, political neutrality, administrator as a preserver and changer of the system, conflicts due to cadre system in civil services. Transparency and accountability, Utilisation of public funds, vigilance, monitoring and public and social auditing and role of Comptroller & Auditor General of India. Role of Ombudsman (Lokpal and Lokayukt), Central Vigilance Commission.

11. **Functions, Jurisdiction and Powers of Constitutional and Statutory bodies** Comptroller and Auditor General, Finance Commission, Planning Commission, Reserve Bank of India, Minorities Commission, SC/ST and OBCs Commission, Human Rights Commission, Women's Commissions, National and State, Commissioner for Disabilities, etc.

12. **National Security:** Structure and functions of Defence forces, Para-military forces, Police. Origin, growth and dimensions of fundamentalism, militancy and terrorism. Food security, energy security, water security, technological self-reliance as a part of security objectives.

3. **Right to Information and transparency in governance:** Role of press and electronic media, management of technology and its dimensions, functioning of public institutions, gaps between promise and performance, freedom as a factor for development – choices and limitations.

14. **Public Financial resources, how they are raised and allocated:** Budgeting and planning system, taxation by central, state and local bodies, fiscal and monetary policy, utilisation of public funds, accountability. Borrowing as a strategy for local bodies, e.g., non-sovereign guarantees for municipal bodies.

15. **Citizen's Entitlement and Managing Social Infrastructure – Understanding Human Development and Human Development Index and Role of Public Systems – Interventions for Development:** Health, family welfare, education, municipal and urban services, infant mortality, rural infrastructure, poverty alleviation programmes, development of women, children and weaker sections.

16. **Physical Infrastructure development:** Inter-relationships between water, energy and transport systems and analysis of strategic public policy systems.

17. **Challenges to democracy and effective governance in the form of communalism and casteism:** Commitment to pluralism, secularism and rights of minorities as enshrined in the Constitution.

18. **Mobilisation, capacity building and development of weaker sections:** Poverty alleviation, development of women and children, SCs and STs – policies and issues of their implementation. Role and responsibilities of the administration for welfare of the under-privileged sections – special treaties, laws, and executive orders, conferring rights and entitlements on weaker sections – provision of special Commissions.

19. **Management of Ecology, Calamities, Disasters and Crises:** People's rights and participation in decision making. Knowledge, approach and attitudes required. Knowledge of ecological and environmental issues relevant to various regions of India. Displacement and rehabilitation. Legal and administrative framework for management of natural resources like land, water, air, forest, coastal zone.

20. **Role and functions of international bodies in the context of India as a part of regional and global institutions:** Implications of WTO, IMF, World Bank and ILO policies for India's society, culture and people's rights. Critical appreciation and understanding of these bodies. Familiarity with International laws in the context of trade, commerce, communications, exploration of sea and space, Environment.

21. **Basic principles of management science in relation to public systems –** Financial management, costs of services, efficiency in cost/benefit terms, Management Control Systems. Project Management, quality and safety aspects, market and consumer orientation, human resource management including organisational development, and knowledge development. Strategic planning for public systems.

22. **Challenges of Globalisation and Liberalisation:** Implications for the public systems, public policies and management, Management of technology, environment and people's livelihood. Global governance, Critical understanding and appreciation of global institutions and their role.

23. **E-governance:** Understanding the role of information technology in governance, Management of Information Systems (MIS), scope and limitations. Application of information technology to the processes of government functioning, accountability, transparency, delivery of products and services related to public systems such as transportation, power, health, water, security and municipal services.

CHAPTER 9

PERSONALITY TEST/INTERVIEW – STRATEGIES FOR A MORE EFFECTIVE ASSESSMENT PROCESS

Mandate

I) Methods for improving the effectiveness and efficiency of the Personality Test process.

II) Review of weightage of Personality Test marks in the final total.

9.1 P.T. – CIVIL SERVICES EXAMINATION

9.1.1 The concept, status and method of Personality Test in Civil Services selections

Concept

9.1.1.1 The personality of a person greatly influences his/her efficiency on the job that person undertakes. It is an evolving system, which has a structure that is partly stable, and a process that is partly fluid. It is believed that personality tests provide an all-round assessment of the qualities of an individual. They are widely used in the selection of people in the services.

9.1.1.2 Any selection/recruitment method purely based on written test is inadequate as a written test primarily gives some evidence of the intellectual calibre of the candidate, but it does not necessary test his/her character, empathy, emotional intelligence, motivation, attitudes and the value system. It is said that objective type multiple choice questions reflect more on abstract thinking and memory, while the essay type questions reflect the ability to generalise and articulate on particular issues. One cannot dig into the past by just asking probing questions through the written test to candidates to reveal their personality traits. It is said that no matter how much use is made of the application forms, the examinations, the questionnaires, and the testimonials, the employers invariably like to have a face-to-face interaction with the candidates before any job is offered to them. It is ideal to find out the general suitability of candidates through personality testing or interviewing. The need for personality testing is now widely acknowledged and occupies an important place in any recruitment or selection.

Status of Personality Test in Civil Services Selections

9.1.1.6 The use of interview method as a part of the civil Service Examination testing methodology has been one of the original features of the recruitment system for the higher civil services. Initially it was called 'viva voce'. Later it was rechristened as a 'personality test' without changing the earlier structure, style and method. In reality, it remained a 'viva voce' or more simply an interview. Some of the objectives and justification of this personality test/interview are:

i) To assess the personal suitability of candidates particularly their social traits, mental alertness, critical powers of assimilation, clear and logical exposition, balance of judgement, variety and depth of interests, ability for social cohesion and leadership, intellectual and moral integrity.

ii) The combined marks obtained by the candidates in the written examination and the personality test rather than the marks obtained in the written examination only give a better index of their expected performance.

iii) Qualities such as capacity to make decisions, take and give orders under different situations, and ability to respond to challenging situations may not be assessable unambiguously by a written test.

iv) Assessment by personal contact would substantially improve the chances of judging not only intellectual qualities, for which such contacts may provide a mechanism of confirmation, but also the strengths and weaknesses of character, courage and integrity.

9.1.1.7 During 1947-50 the interview test for all services uniformly carried 300 marks, but from 1951 to 1963 it was increased to 400 marks for the IAS/IFS and for others it remained unchanged. From 1964 to 1978, the interview test for the IAS was reduced to 300 marks and for the IPS and other Central Services it was further reduced to 200 marks. For the first time in 1979 with the recommendations of the Kothari Committee, the marks for all services were kept at 250, which was 12.2% of the total marks. Subsequently, however, the weightage of the Personality Test was uniformly enhanced to 13.2% for all services on the recommendations of the Satish Chandra Committee in 1993. This 13.2% was subsequently accepted as a kind of benchmark by various Courts of law for the State Public Service Commissions as well. It is pertinent to note here that the weightage of this

9.1.1.3   Historically speaking, in the 1950's, there used to be more of the knowledge testing and less of the personality assessment. However, gradually this trend shifted from the former towards the latter all over the world, and as on date, it is more of the personality testing than anything else that goes into selection decisions especially for superior managerial posts.

9.1.1.4   The personality test scientifically organised and conducted can reveal a great deal of the character aptitude, attitude, emotional stability and to some extent the value system of the candidates.   There is a great deal of empirical evidence about the usefulness of psychological/psychometric tests and group discussion exercises. These have been found to be quite successful in understanding deep-seated human traits.   There is a wide range of forms, styles and patterns for conducting such tests.   The personality test is usually employed in a combination of two or more instruments specially designed for the purpose of cross-verification and reinforcement.   It can be done through 'psychological tests' or 'inventory method' or by using the 'personal information form' or through 'group discussion/group task assignments and personal interview'.   For example, communication skills can be tested by projective techniques, inventory methods, group discussions or interview.   However, interview is considered to be the best available method to serve multiple purposes.   Similarly, for testing team spirit and leadership qualities, group discussion is recommended by experts.   For testing the sense of empathy, and emotional stability, projective techniques can give a better picture.

9.1.1.5   The psychological tests are primarily of three types: objective tests (paper-and pencil tests), projective tests and situation tests.   The first one measures neurotic tendencies, dependency—self-sufficiency, dominance-submission and self-confidence.   In the projective tests, the candidates are asked to project their interpretations into certain standard stimulus situations. It is said that projective techniques are more valid than any other method. The advantages of this method are, (1) the test stimuli are usually equivocal, (2) permits unlimited variety of responses (3) provides information not readily available by other methods. These tests reflect the candidate's motives, values etc. The most widely used tests are Thematic Apperception Tests where pictures are shown out of which a story has to be developed.   The situation tests measure the ability of the candidate to undergo stress and ability to employ ingenuity under pressure.

test in the last 50 years ranged between 12.2% to 27.59% in the scheme of examination for civil services. **Appendix XIX** shows the weightage of PT from 1947 onwards.

Method of Personality Test

9.1.1.8   The present structure of Personality Test is as follows:-

9.1.1.8.1   Five to seven interview boards simultaneously conduct the Personality Test, each headed by a UPSC Member and assisted by four experts who are retired civil servants, academicians, scientists and others. These experts are drawn from a large panel of names assembled after careful scrutiny by the Commission and the list is constantly updated. About 11 candidates are interviewed by each Board per day, each candidate is interviewed for about half an hour. The total number of candidates interviewed is approximately twice the number of vacancies every year. The Personality Testing schedule extends to six to eight weeks each year depending upon the number of candidates.

9.1.1.8.2   In the 50's there used to be a single Board comprising all the three Members and Chairman of the Commission to conduct interviews for 300-400 candidates. In the 60's one more Board was added. The strength of each Board varied from 5 to 7 with the Chairman of the UPSC presiding over the Board interviewing IAS/IFS candidates and a senior Member of the UPSC as Chairman of the second Board for the other services. The remaining Members of the two Boards consisted of the other UPSC Members and Advisors who were specifically selected each year for interviews. Generally the Advisors were frequently switched from one Board to another. This enabled them to appreciate assessment strategies and comparative standards and prevented any rigid attitudes from developing. However, as the number of candidates increased in subsequent years, particularly in the late 70's and early 80's, the number of Boards increased to 5-6 each year.

9.1.1.8.3   Questions in Personality Test are mostly on current events, both national and international, new discoveries in science and technology, socio-economic and political issues and some simple questions of problem solving nature.

9.1.1.8.4   At the beginning of PT, Experts/Advisors are briefed by the Chairman and Members of the UPSC on the purpose and manner of conducting the test. The Boards are asked to follow some common standards towards maintaining

uniformity in assessment. Experts are also rotated among different Boards almost every week.

9.1.1.8.5 Marks scored by the candidates at the written test are not known to the Board, but a short summary of candidates' bio-data, hobbies and interests is provided. This short summary of the candidates is prepared confidentially and organised session-wise for each Board on a daily basis and made available to the Board Members only 5-10 minutes before the commencement of the interview. It is said that this system works very well as neither the candidates nor the Chairpersons nor the Advisors of the Board get any idea regarding which candidate goes to which Board. In fact, the Chairman, UPSC, indicates the Board number on the cover of these sealed packets containing profiles of the candidates, randomly, before the commencement of the Board in each session. Apparently, influence and recommendation are difficult to operate in such a system.

9.1.1.8.6 Members of the Board individually rate intellectual and personal qualities of candidates and their overall performance. The final assessment by the Board is based on discussion of individual assessments made by the Members.

9.1.1.8.7 Candidates who have taken the Main Examination in any one of the Indian languages can use the same language for PT, in which case the Board is assisted by language experts, but strictly for the purpose of interpretation.

9.1.1.8.8 There are no minimum qualifying marks in the Personality Test, though at one stage in the 1950s, minimum qualifying marks were prescribed for selection. Earlier, the Commission had, in fact, adopted 35% marks as the minimum threshold level in the personality test which was meant to be used as a negative screen to weed out those candidates who in the opinion of the Board(s) were unsuitable for public service. However, this was given up in 1957 as it was felt that it would give scope to arbitrariness and the candidates from the weaker sections would be at a disadvantage in such a scheme.

Influence of Personality Test Interview on the overall merit

9.1.1.9 In order to gauge the effect of personality test marks on the final merit list, an exercise was done, in which the candidates were first arranged in the order of marks

obtained by them in the written examination only and a list thus prepared equal in number to the final selectees. When this list was compared with the final merit list (which is based on the marks of written examination as well as Personality Test) it was seen that there were some candidates who were common to both the lists, but there were also an appreciable number of candidates who figured in the final list of selectees (called "first list") but whose names were missing from the list prepared on the basis of marks obtained in the written examination alone (called "second list"). The following diagram shows the extent of these diversions.

Diagram 9.1
Influence of PT marks on the final merit
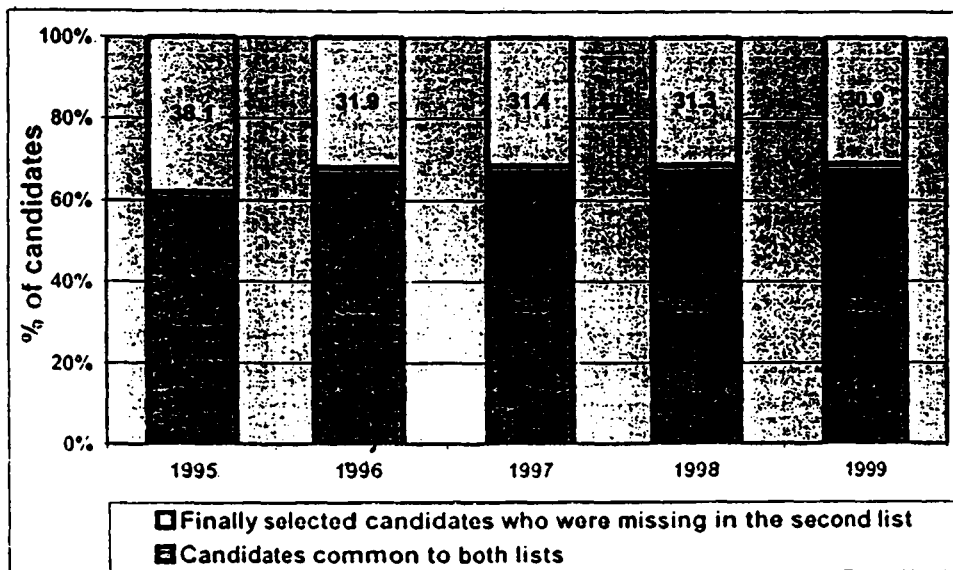
9.1.1.10   From the above diagram, it is observed that:

I)   The influence of personality test continues to remain on the higher side (30% plus) as compared to its relative weightage of 13.2% in the overall scheme of examination.

II)   The influence of personality test has been declining every year since 1995. In other words, the number of negatively affected candidates has come down from 38.1% to 30.9%.

9.1.1.11   Considering the fact that the personality test has been retained in the overall examination scheme not only as a means of assessing the personality and potential of a candidate but also as a balancing factor to prevent undue stress on purely academic achievement, the above mentioned influence of this test on the final outcome of the examination is in fact to be seen as intended rather than unintended. The question only remains whether the methodology adopted for this test can be improved sufficiently to justify a greater emphasis on personality assessment from the point of view of suitability for the civil service.

9.1.1.12   The performance of candidates in the personality test interview is determined by many socio-economic factors, like educational background, place of residence, medium of instruction, income of parents, community and gender. Besides, analysis of available data shows that candidates who have attended coaching institutes performed better than the candidates who did not attend (Refer diagram 4.3). Detailed analyses on some key indicators are given below.

9.1.1.13   From the diagram, it is clear that candidates with English as the medium tend to fare better as against those with Hindi as the medium. As regards the performance of candidates with other regional languages as medium, the pattern varies, but overall they do not seem to be at any disadvantage.

Diagram 9.2
Medium-wise performance of selectees in PT
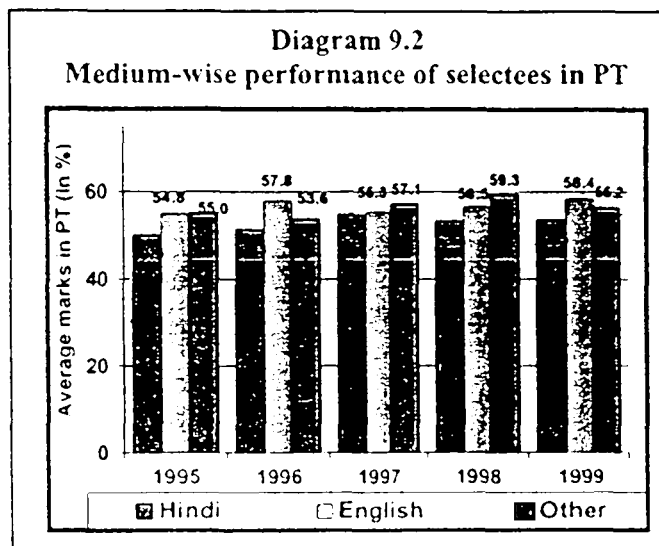
9.1.1.14   The diagram shows that candidates from a comparatively better economic background are usually performing better in the personality test interview.

Diagram 9.3
**Income group-wise performance of selectees in PT**
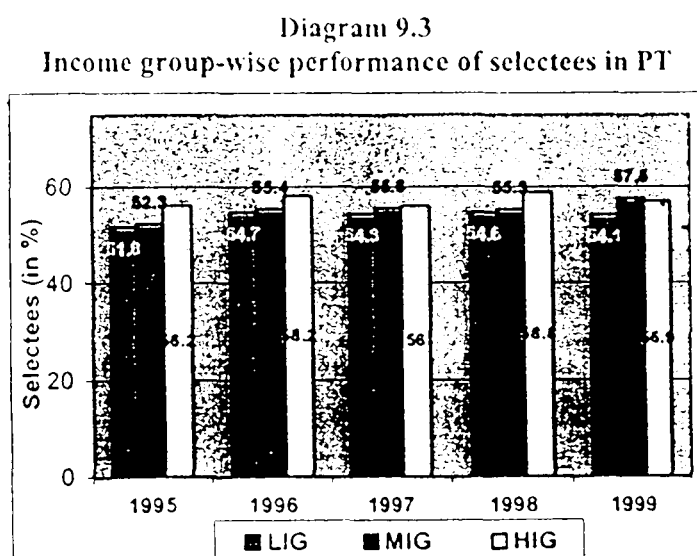
9.1.1.15   The following diagram shows that the female candidates consistently fared better than their male counterparts in the personality test interview.

Diagram 9.4
Gender-wise performance of selectees in PT
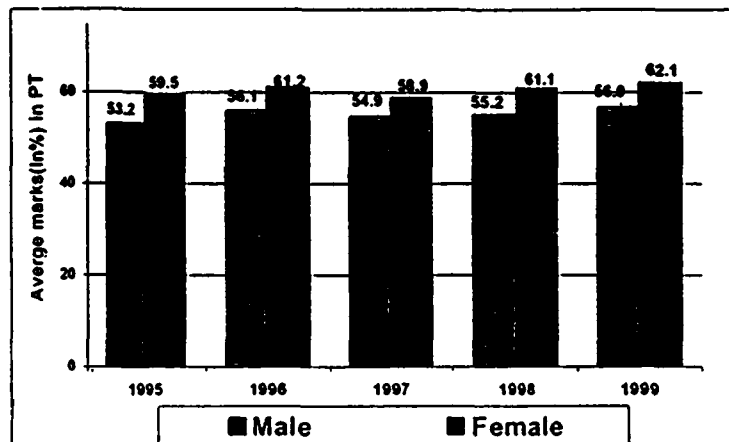
).I.I.16   From the following graph, it could be seen that the performance of urban
:andidates is slightly better than rural candidates.

Diagram 9.5
Performance of Rural/Urban Selectees in PT
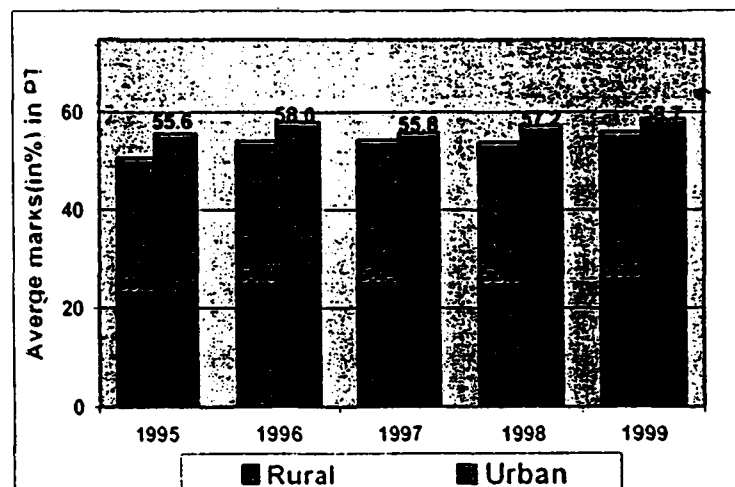
9.1.2   Efforts made by the UPSC in the past to improve PT

9.1.2.1   It has been one of the prime concerns of the Commission to improve the
effectiveness and efficiency of the personality test process since the early 50's and the
Commission experimented with different instruments and tools of personality assessment.
In 1953, the Commission tried on a limited scale the use of Group Methods, Psychological
Tests, and interviews with a psychologist on the Board. These new tests were subsequently
dropped as the time factor involved in such extended tests was severely criticised in
Parliament. Subsequently, in order to improve the standards of interview testing, the
Commission tried the " house party" system of tests as used by what is commonly known

as the British Method II, which involved observation of a limited number of persons in residence for over two to three days. This method, though found useful, was discontinued because of the practical difficulties involved in handling a large number of applicants and in requiring too many specialists on the Board. Subsequently, the Commission tried for each candidate an extended interview of half an hour, supplementing it with a debate. This method also had to be abandoned because of the criticism on the time consumed in recruitment, as the final results could be announced only 4 months after the written examination. In the 60's the candidates were asked to write a resume of one page within 15-20 minutes on completion of their interviews. But this was also subsequently done away with.

Kothari Committee on Personality Testing

9.1.2.2   It was recommended by the Kothari Committee to keep the weightage for Personality Test at 300 marks. The number of candidates to be called for Personality Test was recommended to be twice the number of vacancies. It was suggested that the PT Board members should represent diversity of background and age and should also include women. The total period of Personality Test should not exceed one month.

9.1.2.3   The members should be briefed on the techniques of interview to bring about uniformity and objectivity. Each member of the Board should individually rate different qualities of candidates on a five point scale. The qualities to be rated should be defined with expert consultation. Candidates should be encouraged to answer questions in the PT in English. However, in exceptional cases, candidates may be allowed to take the interview in Indian languages also. PT should not have any threshold marks. The marks and the order of merit of the tests should not be disclosed.

Satish Chandra Committee on Personality Testing

9.1.2.4   This Committee recommended introduction of Group Discussion as an adjunct to the Interview Test. The Satish Chandra Committee was not in favour of the Psychological Tests as a part of the selection procedure, though it suggested that these tests could be administered to the probationers, and used as guides for counselling at the training level.

9.1.3   Problems perceived by interviewees/interviewers

9.1.3.1   It was reported to the Committee that there is dissatisfaction on the part of the interviewers as well as the candidates about the manner in which the Personality Test interview is conducted at present. It has been argued by the candidates that the present

method demonstrates a serious lack of both consistency and accuracy in interview judgements. It is alleged that there is wide variation and lack of parity in assessment among various Boards. It was also pointed out that candidates taking several chances find their PT marks varying widely in different years. There is a pervasive feeling all round that the PT exercise is not performing to the level desired and there is scope for lack of consistency in the assessment. There is a view that sometimes unsuitable candidates, though small in number, may get selected and possibly more suitable candidates may be left out in the process. Moreover, there is a common feeling that while the intellectual calibre of successful candidates is very high, the personality traits are not as per requirements in an increasing number of recruits. It is suggested that to overcome the present malaise, the UPSC should test less of knowledge and more of a candidate's personality using transparent and objective techniques.

9.1.3.2   The present duration of interview of 30 minutes has been viewed as inadequate. The candidates from weaker sections, especially those not fluent in English, feel that they are at a disadvantage in the present system. Even some candidates with technical education backgrounds who take their written test in English complain that English should not be insisted upon as the medium in the PT. Some candidates ask for separate boards for candidates of different languages. It has been suggested by a few persons that personality test should be conducted at different zonal centres or accommodation should be provided for outstation candidates. They argue that earlier in the 60's and 70's, only the candidates qualifying for the IAS and IFS were called to Delhi for interviews, whereas, other candidates were appearing before the Board at certain designated regional areas.

9.1.3.3   In this connection, it is relevant to mention that a study was conducted of the IAS probationers who were recruited from 1963 to 1969 to find out the correlation of their performance in the personality test and performance in the LBSNAA. The study indicated that none of the 19 recruits who got 80% and above in the UPSC personality tests was found to be good enough to deserve the same grading after one year of training at the LBSNAA, and also that none of the eight recruits who were rated highest at the Academy had earlier got similar rating from the UPSC. It is perceived by many that this is a serious problem as there is a possibility that this lack of correlation may be there even today and may perhaps have widened further

9.1.3.4   It has already been noted that while there is a strong correlation between university academic performance and performance in UPSC examination, there is no

correlation between UPSC examination performance and PT performance. The PT performance on the other hand is correlated with income levels, attendance in coaching classes and competence in English. A more comprehensive testing procedure is obviously called for.

9.1.3.5   It is a common perception that even though the experts of the Board are highly experienced senior civil servants and academicians and are used to interviewing, they have not been scientifically trained in interviewing techniques. The fact that someone has been selecting people by interview for a number of years does not necessarily mean that they have developed any useful system for their task. They may never have defined the qualities they are seeking, nor thought out the processes by which they try to recognise them. Even now, when so much information is available on personality traits and selection methods, most of these experts rely mainly on their own subjective method of judgement in their decision making. It is possible that in this existing system five people interviewing the same candidate can come to five different conclusions as they interview without any predefined common objectives and standards.

9.2   PERSONALITY TESTING: WHAT IT CAN TEST AND HOW IT IS DONE IN OTHER LARGE ORGANISATIONS: A SEARCH FOR VIABLE ALTERNATIVES.

In the search for alternatives to the existing interview methodology for personality test, the Committee first went in for a survey of the methodologies of personality testing currently in use in various large organisations, like defence services, and also in the private sector. The findings of this survey have been summarised in the following paragraphs.

9.2.1   Interview in private sector enterprises:

9.2.1.1   Matching of aptitudes with job profile

In the post-WTO scenario, where intellectual capital has assumed more importance in relation to the physical asset base, more and more companies are opting for scientifically designed battery of tests to select the leaders they would need in future. In industrial establishments, more emphasis is given to personality test than written tests of knowledge. Aptitude and attitudes are considered significant. In fact, in many such establishments, interview is the only method of selection. Of late, many of the big corporate houses have started taking the help of computer based on-line testing of personality. Customised psychological/psychometric testing kits are being developed for screening the candidates for managerial positions. It is learnt that by using profiling techniques, personal profile of a

candidate is prepared and then matched with the behaviour required for various jobs. A Personal Profile Analysis (PPA) and a Human Job Analysis (HJA) are then created. Then several reports based on various combinations are produced to find best behaviour-and-job match of each candidate. These reports contain positive, moderate and negative qualities/attributes. It is said that many reports can be obtained out of the same PPA of a person and within a short period the profile of a candidate is prepared. The reports indicate the jobs a person can do on his own and those that cannot be done without support.

9.2.1.2   A number of major corporate houses use these on-line tests. They specifically look for competencies, be it for product development, market penetration, human resource management, operation management, or management of information system, and draw profile accordingly. The inputs from the on-line tests are mostly used as aids for the cross-functional teams to conduct further probing of the personality of the candidates.

9.2.1.3   In a well known Indian corporate house, the candidates have to go through 5-6 rounds of personal interviews conducted by different functional heads. In this way, a lot of data is generated which is collated and then compared to see where the candidate actually fits in. All the selectees are imparted common training for one year, on the completion of which they are assessed and final selection is made on a combined evaluation. It is learnt that for recruiting 10 to 15 senior managers, a major corporate house interviews approximately 500 persons. The selected candidates go through 4-5 rounds of tests. Finally, they go through a round of interactive counselling before they are allotted to particular jobs in a company. Another company of the same corporate group employs psychologists and communication experts for the selection of candidates. Filtering is done at every stage for excluding candidates with undesirable attributes and unethical values. After a kind of socialisation period of 10 to 15 weeks subsequent to induction, some misfits are again weeded out. Even on the decision of the faculty some new recruits are asked to leave service.

9.2.1.4   During the personality test, the biographical analysis of the candidates is extensively done by almost all the industrial houses. It is believed that past behaviour usually guides subsequent behaviour, though there may be approximately 20% to 30% variation in such assessments as well. The behavioural pattern is caused by past experiences and the situation in which they occur. Digging into the past by asking probing questions, there is a possibility that candidates will reveal their personality traits so that one can

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reasonably predict the future behaviour. The industrial houses mainly focus on work history, training and education, social background, spare time utilisation, area of interest and hobbies, etc. Was the candidate accountable as a chiid and adaptabie in school/hostei etc.? Whether the candidate is going to succeed or not, a profile is created by taking their background, school, family and social environment, college, friend circle, etc. The ability to learn and the potential for growth are also assessed.

9.2.1.5   The experience of a major corporate house in all these exercises shows that the candidates who are more sober and reflective were found to have done better in the long run as compared to the "bright ones" who did well only in the short term. It was also seen that with a more objective and structured testing procedure, in which ethical values were also tested apart from other attributes, it was the candidates from the rural and relatively poorer background who did better.

9.2.2 Interview in Defence Services Selections

9.2.2.1   The candidates are required to undergo a four to five days' personality assessment in the Service Selection Boards (SSBs) organised by the Army Recruitment Directorate. The assessment of personality is carried out by three specialised techniques, viz., Psychological Test, Group Test and Interview. All the three different assessors evaluate the candidate's personality against 15 qualities referred to as Officer Like Qualities (OLQs) using time tested and validated techniques, and award marks based on the actual performance, and the potential revealed for further improvement during training. On the final day, a Board Conference is carried out and the candidates are selected on the basis of consensus.

9.2.2.2   A psychologist administers the Officers Intelligence Test (akin to IQ test), Thematic Apperception Test, Word Association Test, Situation Reaction Test and self description exercise. These are administered in large groups and the responses are written down by individual candidates. Duration of testing is about 2 ½ hours. The psychological tests are administered under time stress to elicit spontaneous responses which are not masked or manipulated. The series of tests help the trained psychologist to evaluate the underlying original personality of the individual, based on his values, beliefs and perception. It is basically to gain insight into the personal underworld of an individual (which is normally hidden).

9.2.2.3   The group testing officer administers a series of group tasks over two days lasting for about 7 to 8 hours, which include leaderless group discussions, individual and group problem solving in an abstract situation, public speaking, leaderless outdoor group tasks with problems of varying complexity, focussed command and leadership tasks and individual obstacle tasks. The group testing officer analyses the behaviour of the individuals in the group situation in terms of their manifested behaviour. Their orientation to task accomplishment, group or team orientation, and individual orientation, is measured under stress of time and problem complexity. The dictum is "To select a leader of a group, test them in a group."

9.2.2.4   The interviewing officer carries out a one to one interview of about 45 minutes, which is informal yet semi-structured to elicit responses based on the developmental history, biographical achievements, general awareness and problem solving abilities.

9.2.2.5   An important feature of the SSB interviews is that all the assessors undergo a rigorous training course for nearly four months in order to qualify for conducting such assessments.

9.2.3   Personality Assessment Methodologies in other countries

9.2.3.1   As mentioned in paragraph 2.6.4 in the chapter on "The Third Review Committee", the Committee had the benefit of findings of a two-member delegation of the UPSC which visited Singapore and Australia in February 2001. One of the most significant aspects of civil service recruitment that this delegation reported was the extensive use of the "assessment center methodology" for personality assessment of prospective candidates. These assessment centers which are based on a pre-defined set of personality and work related dimensions employ a range of aptitude and psychological tests including simulation and in-basket exercises, role play and a final interview. The "technical" aspects of the testing are conducted with the help of outside consultants who use validated instruments and trained assessors to provide a personality profile for the interview board. This board largely consists of senior civil servants, but may also include technical personnel/professionals. Though the process is very time consuming (typically requiring two to three days) and each assessment centre cannot handle more than 7-8 candidates, it does provide a very thorough analysis and interpretation of results which helps the interview board to accurately assess an individual's suitability for a given job in terms of the pre-defined parameters/dimensions. In Singapore, apart from the psychological tests, due

weightage is given to personal history and past record of a candidate, with emphasis on community service during the school years.

9.2.3.2   The Committee had the benefit of perusing the reports of another delegation of UPSC which visited western countries like the USA, U.K. and France to understand their systems of recruitment to higher civil services.   In the French system, the personality is assessed through what is called "Grand Oral Examination".   There are three oral examinations by three different interview boards comprising five members each who are either serving or retired civil servants, journalists or academicians.   However, the same Board interviews all the candidates for a particular area.   The candidates general perception of areas like economics, law and society are observed in the interview generally lasting 45 minutes.   In the U.K., the "assessment centre" approach is adopted for assessing the personality of candidates.   In this method, the shortlisted candidates are invited for two days in a non-residential assessment centre in London in groups of five.   Each group is assessed by a Board of three assessors comprising a chairperson who is a retired senior civil servant, a departmental assessor (a middle ranking serving civil servant) and an occupational psychologist.   The candidates are assessed on defined criteria such as inter-personal sensitivity, persuasiveness.   The assessment is carried out through a number of work related exercises (both individual and group) and interviews.   There are two group discussions (one on a particular issue) besides individual exercises involving writing a policy paper from a given data.   Thereafter the candidates are interviewed separately by the three assessors of the Board-individually, each of whom will mark candidates on a seven-point scale.   There is an evidence recorder that records all the main features of the three interviews.   Each assessor also gives specific reasons for his/her findings.

9.2.4   Psychological   Tests: Standardisation,   validation, interpretation

9.2.4.1   It is clear that any alternative model for personality testing has to be better than the existing method in terms of reliability, objectivity, standardisation and should be amenable to validation on the basis of actual work requirements.   A number of models presently being used in industry and the defence services were examined, as discussed in the preceding paragraphs, and the merits of the various techniques and their components were analysed.   The outcome of this examination is summarised below.

9.2.4.2   In order to merit recommendation as a reliable alternative to the present interview method, psychological tests must have the standardisation, validation and norms

for proper interpretation of the test scores. To begin with, the test items are to be developed on the basis of job analysis. If one attribute is tested by two or more instruments, then there has to be strong correlation among the test results to become reliable. The preliminary tryout should be done with the candidates of both rural and urban areas of all four regions who are appearing in the Main Examination. Thereafter, the final tryout of the selected test items should be conducted with the probationers at the LBSNAA. The validity criteria should be on the basis of training performance and on-the-job performance in the field. Once the selected test items are fully validated, then norms for interpretation and assessment, and evaluation of the responses of the candidates, are to be developed. For example, it might be shown that the persons scoring low on conscientiousness factor are unlikely to be successful in a civil service setting; that persons scoring low on emotional maturity are unlikely to stand up well to pressure. After establishing reliability and validity, a manual should be prepared for easy interpretation of norms for the final test. For this purpose, training of psychologists and experts for effective functioning and maintaining uniformity in the system would be required.

9.2.4.3   Regarding medium, it is felt that it may be difficult to interpret the responses of the candidates if they are allowed to use all the 18 Indian languages mentioned in the Eighth Schedule to the Constitution. In view of this, English may be kept as the only medium for the purpose of these tests for uniformity in assessment. In any case, an elementary knowledge of English, which all candidates do posses, would be adequate to meet the requirements in personality tests. There can be balancing techniques introduced to ensure that candidates not proficient in English do not suffer or those good in English do not enjoy undue advantage in the personality testing process.

9.2.5   Group Discussion: Scope, Method and Results

9.2.5.1   Group discussion was part of the interview for the higher civil services till the mid-50's. The Satish Chandra Committee had recommended its reintroduction as an adjunct to the individual interview without causing any strain to the time cycle. However, the UPSC did not accept this recommendation on the plea that it would affect the candidates from the rural and disadvantaged groups adversely.

9.2.5.2   Scope

9.2.5.3   Group discussion/Group task performance is essential for testing certain types of attributes like capacity of a candidate to interact with the peer groups, personal effectiveness, group cohesiveness, capacity to deal with ideas, ability to sense the emotional

state of others, self confidence, tactfulness, ability to analyse, listen, persuade, leadership, team building, etc.

9.2.5.4   Group discussion is the most effective method to test the attributes and qualities related to planning and utilisation of resources, ability to adjust, ability to guide, decision making and accommodating others' point of view. It appears that because group discussions and tasks generate spontaneous responses, avoid faking, these bring out the traits, which the candidates may suppress in the interview. Thus, group discussions and tasks can be used as an aid to the interview test or psychological tests.

9.2.5.5   Method

9.2.5.6   It is proposed that 10 candidates should be called for group discussion at a time who will also appear before an interview board later during the day. The number of candidates in each group should not be less than six. The duration for group discussion should be 40 minutes. Topics for the Group discussion could be chosen in such a manner that the candidates, irrespective of their backgrounds, can feel at home and participate in the discussions actively. Sometimes, topics can be given on current issues related to rural areas with conflicting dimensions so that the candidates from the rural areas may feel comfortable and at ease. Topics for the group discussion will be the same for simultaneous groups but different for groups called on each subsequent days, as otherwise the candidates will manage to know about it and will come well prepared and the whole purpose will be defeated. However, while selecting topics, due care should be taken to see that the level of difficulty for different groups of all the topics remains the same.

9.2.5.7   The medium of group discussion can be the medium of examination opted by the candidates in the written examination. In view of this, it is essential to make proper grouping of students based on their medium. However, there may be cases where there will be less than six candidates for any particular language. In such an event, efforts should be made to group candidates on the basis of language commonality/familiarity. It is expected that the language(s) used by the candidates at the time of group discussion would be understood by others in the group. It is further expected that these candidates, based on their natural grouping, will find their way out in this kind of fluid situations which will definitely generate creative and spontaneous responses. Ability to overcome barriers like language and social background, would also be one of the qualities which needs to be tested n such a group.

9.2.5.8 The group discussions should be conducted by trained professionals. The members of the interview board should neither participate in the group discussion nor observe the proceedings as it is apprehended that their opinion about the candidates may get coloured. Besides, it would be consuming too much time of the Members. In view of this, it is recommended that there should be parallel activities for economising on time.

9.2.5.9 Results

The professional Group Testing Officers would interpret and assess the responses and provide the pen picture of the candidate to the interview board without assigning any marks or grades. Besides, they would be required to give feedback to the interview board on the specific areas which would be for the consideration of the board for further probing.

9.2.6 Test Results as an aid to Interview Board

It has been suggested by the experts that the test results of psychological test and group discussion/task should not be valued separately at the present juncture (till they are properly standardised and validated) or awarded any grades since these tests are intended to gather the candidate's profile and may not be very conclusive till they have been standardised and validated over a period of validation (say 2-3 years) after which they can be given due weightage. For the present, the interview alone should be used for the award of grades, till such testing is firmed up. The tests will be specifically evolved, tailored to the civil services requirements, including the desired qualities and values, which would need a period of testing, verification and validation. It would be in the best interest of the selection process to use it in the initial period as an aid to the existing system of selection, in making a better and more considered judgement about a candidate by giving the possible profile of the candidate's personality and the likely conduct as a civil servant. Over the years, once the process is refined and has stood the test of external scrutiny and validation, the test results may be given separate weightage at each level of testing.

9.2.7 Need for Research and Development Cell for institutionalisation of tests

9.2.7.1 It is accepted that psychological testing is an applied field of study which needs empirical work before it is administered. Currently, there is not much data on psychological testing for the civil services. However, lack of data cannot be an argument against introducing a desirable method that has been in use elsewhere for many years and has proved its usefulness in diverse situations. Any progressive change would need a pioneering approach with a little bit of caution. Only when it is introduced, can data on Indian civil

service situations be generated and the process refined and made perfectly suitable for the civil services. Based on the findings and observations of the initial period, it can be fine-tuned and adopted. It is further suggested that a Research Cell be created in the UPSC under an Advisory Board for:

    i)   competency mapping for different services;
    ii)   data bank for information about testing in other countries in civil services;
    iii) designing and validating new tests;
    iv)   assisting in administering the tests, analysis and scoring;
    v)   training in-house assessors and interview boards.

9.2.7.2   This Research Cell will develop over a period of three to five years, cost-efficient, reliable and easy to administer programmes for civil services which can stand the test of external scrutiny and validation. It is also necessary to create a data bank of exercises/situations for in-basket/in-tray exercises after detailed research to remain ahead of the private coaching institutions.

9.3   PERSONALITY TESTS AND INTERVIEW BOARD, PREPARATION AND PROCESS

9.3.1   Attributes which the PT Board should look for

9.3.1.1   The PT Board's main objective is to focus on testing the attributes/qualities that are required by the civil services in the changing scenario. On the basis of job profile, some of the general attributes a candidate is expected to possess have been identified in one of the consultation meetings of the Working Group on Personality Testing held at the Defence Institute of Psychological Research where a cross-section of experts and retired senior civil servants participated. These attributes identified by the experts are as follows:

    i)   Integrity
    ii)   Ability to grasp essentials of the problem quickly
    iii)   Ability to utilise conceptual knowledge to general situation
    iv)   Planning and utilisation of resources
    v)   Communication skills
    vi)   Tactfulness
    vii)   Team spirit
    viii) Sense of empathy
    ix)   Ability to modify behaviour
    x)   Commitment to goals
    xi)   Ability to rise above one's own personal benefits
    xii)   Secular attitude
    xiii) Sensibility to the needs of the people
    xiv)   Patriotic attitude (national pride)
    xv)   Openness
    xvi)   Sacrifice/compassion
    xvii) Initiative

xviii)	Accessibility
xix)	Innovativeness
xx)	Ability to guide
xxi)	Decision making
xxii)	Emotional stability
xxiii)	Courage
xxiv)	Commitment to rules/law

9.3.1.2 These 24 attributes can be broadly divided into six categories, i.e. personality related, motivational aspects, interpersonal skills, intellectual abilities, specific skills and values, and can be tested by using a combination of a personal information form, projective techniques, inventory method, group discussion and personal interview. This list of attributes is only illustrative and can be further revised and developed after conducting a detailed survey. Thus, for example, other skills/attributes like listening ability, being technologically savvy; networking abilities, can also be added to the list.

9.3.2 Matters for consideration in constituting the Boards

9.3.2.1 To minimise the problem of variation in assessment because of a large number of Interview Boards the Committee initially felt the need for reviving the system of a single Board, which was in practice in the 1950's and 1960's. However, because of a large number of candidates, the time constraint will be considerable. Besides, large panel interviews at times can become intimidating to the candidates. Another suggestion related to constitution of Boards headed by three Members of the UPSC. However, the problem of time constraint is not going to be resolved much with this system either. After detailed deliberations, *the Committee recommends that at-least two Members of the UPSC should sit on each Board (by rotation) so that there would be scope for more consultation and discussion and consequently variation in assessment can be minimised.*

9.3.2.2 The issue regarding associating one psychologist with the PT Board was also discussed. The Committee is of the opinion that, since the detailed results of psychological testing of candidates would already be made available to the Interview Boards, inclusion of psychologist on the Board may not serve much purpose. However, in case the PT Board wishes to have clarification on any points, they can consult the psychologist in the proposed Research Cell.

9.3.2.3 Currently, six to seven Boards are organised and each Board is headed by a Member of the UPSC and assisted by four Advisors who are retired senior civil servants,

experts in the field of management and academicians. Quality of performance of these Advisors may be monitored by taking feedback from the respective Members of the UPSC who preside over these Boards. The present practice of associating retired senior civil servants, from the All India Services and Central Services, along with academicians and experts in the field of management may continue.

9.3.3 Preparing the members for objective and uniform assessments

9.3.3.1 All the members of the Interview Board should be carefully sensitised and given at least a day's orientation by the in-house Research Cell before the commencement of the Interview. This is to be done for objectivity in approach and equality in administration of the selection processes. All the members are required to be systematically briefed in depth about the essentials of the personal information form, the outcome of the group tests and psychological tests, and how to critically analyse the available data and focus on the assets and indicators of a candidate's profile. The areas that need further probing should be identified before the commencement of the interview.

9.3.3.2 It may also be worthwhile to develop a film for Advisors (Interviewers in the Board), on how to conduct interviews. The film may also contain the do's and don'ts of an interview. This film should be shown to the members at the time of briefing.

9.3.3.3 The members of the Interview Board are required to be briefed on how to make an opening and build rapport with the candidates. It is required to create a conducive climate to put the candidate at ease. To begin with, the candidate should be given time to settle down and only some inconsequential dialogue started to put the candidate at ease. Discussion on areas of excellence of the candidate should be initiated first as the candidate feels a sense of competence. The candidate needs to be provided the centre-stage to speak spontaneously. Long statements should not be made by the members of the Board. They should ask open-ended questions as they energise the candidates to speak spontaneously and candidates should, thus, be free to frame their answers. Asking direct questions and cross-examination should be avoided as they put the candidates on guard. An attempt should be made to find out the knowledge and competence level of the candidate, rather than deriding what s/he does not know. Also, it is not necessary for the candidate to be given a feeling that the interviewer knows it all.

9.3.3.4   An effective interview must reveal both favourable and unfavourable information. The members must be equipped to segregate descriptive and evaluative information. They should identify truthfulness/reliability by watching contradictions and inconsistencies. They should watch out for flow of positive information or over-emphasis on assets. The reactions and handling of situations by the candidates provide valuable data. All positive and negative aspects should be taken stock of and opinions firmed up. Forming opinions on the basis of a single clue should be avoided.

9.3.4   Revised proforma details on the background of candidates (The PIF)

9.3.4.1   During the personal interview, biographical analysis of the candidates is very essential to assess their profile to find out whether the candidate is going to succeed or not, whether the candidate is consistent in thought, whether the candidate was accountable as a child and his/her adaptability in the school/hostel, whether the candidate will succumb to temptation and pressure. For this purpose, a profile should be created by taking the candidates' background, school, family, college, friend-circle, areas of interest, books read, sports, social service, ethical dilemmas, parental aspirations, significant persons and events, socio-economic background, academic achievements, leadership activities, their strengths and weaknesses, things they strongly like/dislike, reasons for choosing civil services and previous work experience. This personal information form should be filled up by the candidates at the time of attending the personality test within a limited time to elicit spontaneous responses. Getting it filled up in advance may not yield desirable results. For collecting all this biographical information, a detailed proforma should be prepared.

> The best indication of what an individual will do in future stems from what s/he has done in the past.
>
> *Present behavioural pattern of the candidate is caused by his/her past experiences and the situation in which s/he happens to be.*

9.3.5   Marks and marking for Persoanlity Test : Minimum qualifying marks

9.3.5.1   It is proposed to give 20% weightage (400 marks out of 2000) to personality test in the overall scheme of examination. The weightage is proposed to be increased from the present 13.2% as it is felt that the more extensive and elaborate tests proposed to be conducted scientifically and objectively under the new scheme will reduce the scope of

arbitrariness and increase objectivity and accuracy. In this context, it will be justified to give a higher weightage to the personality test. It is worthwhile to mention here that though the UPSC was considering higher weightage to personality tests for a long time, it was not inclined to do so due to the absence of reliable scientific and objective methods that are transparent and can stand public scrutiny. With the suggested model, the UPSC will be in a much better position to undertake this task.

9.3.5.2   As regards awarding marks, the present system of assessment on a five-point scale, by arriving at a consensus, should be continued. However, as regards having minimum qualifying marks in the personality test, it is proposed not to adopt it as the candidates from the weaker sections may be at a disadvantage. It was observed by the Kothari Committee that fixation of minimum qualifying marks could conceivably eliminate some good candidates from rural background in spite of their good performance in the written examination. Such candidates would have reasonable opportunity to improve their performance at the Academy. However, they have not given any specific recommendation regarding weeding out a potentially untrainable candidate. It was felt by the Satish Chandra Committee that the system of minimum qualifying marks could possibly eliminate the "rough diamond" who, with training and experience, could be honed into a competent member of the higher civil services.

9.3.5.3   Regarding weeding out potentially unsuitable/untrainable candidates, it is felt that either by giving low marks or even zero out of 400 in the personality test, there is greater possibility to eliminate such candidates. With the proposed higher weightage for PT, it is possible to eliminate such candidates, which is difficult under the present dispensation. This increased weightage will be a healthy corrective in the selection process and will not be considered either as arbitrary or disproportionate to the weightage of marks in the Preliminary or Main Examination.

9.3.5.4   **Differential assessment**

It has been suggested by some to introduce differential assessment method in personality test for groups of services, like All India Service, Indian Foreign Service, Group 'A' Central Services, which was in practice before 1979. It is argued that services like the IAS and Indian Foreign Service are comparatively fast-track services as the members of these services not only handle diverse assignments in their career but also quickly become Heads of Departments/Secretaries to Governments or Heads of Chanceries/Ambassadors, where they are entrusted with functions requiring sufficient drive, imagination and strong

leadership qualities. Regarding Foreign Service, it is said that a candidate must have a flair for languages and the mental disposition to interact with different socio-cultural milieus. Regarding IPS officers, it is said that they rise quickly in their careers and occupy important positions as Heads of police force at different levels and are a visible symbol of authority. They must have a flair for the outdoor activity and also the capacity to lead the Force in extremely adverse situations. It is argued that the requirements of the IAS, IPS and IFS in terms of personality traits are different from other central services. In view of this, it was argued that it would be in the fitness of things if there is differential assessment in personality test for these services.

9.3.5.5   In order to study this aspect in greater detail the Committee organised a workshop at the National Institute of Financial Management, Faridabad in which the representatives of various Group "A" Services participating in the civil services examination scheme were invited and asked to prepare desired profiles in terms of knowledge, skills, attitudes and personality attributes for new entrants to each of these services and make presentations on the same. It was seen that the profiles which emerged were more or less identical and there was hardly any significant point of difference between requirements in terms of personality from one service to another. Again in the consultation meeting organised at the Defence Institute of Psychological Research, a group of senior retired officers focused on the personality attributes required by candidates for the various services and came up with a common list of attributes which after discussions with other experts present in the meeting was given a final shape as shown in paragraph 9.3.1.1 above. The further recommendations of the experts and other participants of the consultative meeting, broadly covering a grouping of these 24 attributes into six categories and testing for the same with a combination of Personal Information Form, projective techniques, inventory method, group discussion and personal interview, rule out any need or possibility of differential testing in this area. Further, the very fact that the marks for the personality test constitute only a certain proportion of the overall marks and that the final rank of a candidate (which would determine his service allocation) would be a function of the combined merit of his/her performance in the preliminary examination, main examination and the personality test clearly indicates the impracticability of introducing any system of differential assessment in the personality test. For example, it may be possible that a candidate who may be highly rated for the IAS or IPS in a differential assessment system, may do so poorly in the prelims and written examination that he/she may not get a sufficiently high rank to get either of these services and the opposite result would also be

possible viz. a person assessed as being quite unsuitable for such services may end up getting a final rank sufficiently high for his or her entry into these very services. Moreover, if the recommendation of the Committee pertaining to allocation of services after completion of the foundational course (see Chapter 10) are accepted the chances are that the pattern of choice of services which has become stereotyped over the past many years owing to lack of proper information and awareness may undergo change. Ultimately, it was felt that the best course would be to continue with a common testing procedure but at the same time allow the selected candidates to make a more informed and considered choice of service after they have been exposed to the initial training at the LBS National Academy by which time it is felt that they would have a clearer picture of what they are and what they want to be. This would be far more scientific and practicable as compared to any system of differential testing for the personality test.

9.3.6 Duration of Personality Test and distribution of the schedule of Interview

9.3.6.1 It is seen that the duration of the personality test in the past has never been more than one month. The Thorat Study (set up in 1967 under Lt. Gen. S.P.P. Thorat) and the Kothari Committee were of the view that interviews spanning over a long period of time are likely to become tiresome and monotonous to the interview board members, thereby affecting the quality of assessment. A long interview may also unnerve candidates coming from disadvantaged backgrounds. However, considering the necessity of introducing the battery of tests as proposed here, definitely more time would be required to administer these tests. As per the detailed schedule suggested by DIPR, it is expected that the entire exercise could be completed in one and half months (**Appendix XX**).

9.3.7 Medium of interview and special procedures for handicapped

9.3.7.1 *The present medium of English and all languages in the Eighth Schedule to the Constitution may continue as the medium in the personal interview as well as the Group Discussion.* It is expected that in future these languages can be translated from one to another in real time with the help of technology. However, help of the language experts, as currently in practice, may continue for the time being.

9.3.7.2 It is learnt that in one of the recently constituted Interview Boards for the civil services examination, provision was made for displaying questions through LCD projector to a candidate who was deaf, though he could articulate his reply, and this arrangement

worked very well. It is, therefore, necessary that, for candidates with disabilities, similar proactive innovative steps may be initiated by embracing appropriate technology.

9.4 MANAGEMENT OF REFORMS AND TRANSITIONAL STEPS

9.4.1 Consultancy with the Defence Institute of Psychological Research

A two-day consultation meeting to identify and recommend scientific techniques to measure the values and skills required for the public service and the strategies to administer these tests was organised in DIPR. This was attended by retired civil servants well acquainted with personality test interviews in UPSC, corporate HRD heads, psychological experts from universities and management schools, clinical psychologists, senior psychologists who conduct the SSB tests, and scientists of the DIPR. The conclusions that were drawn at the end of the meeting indicated feasibility for introducing more structured and scientifically based methods of personality assessment like the projective tests, inventories, group discussions/ tasks and personal interview. An outline of a proposal presented in the meeting by the Director and the staff of DIPR was discussed and it was felt that there was scope for a detailed study. In view of this, DIPR has been engaged as a consultant by the UPSC to formulate a viable plan for developing and refining reliable and objective testing tools and methodology, validating the same and introducing these in a time-bound manner with the help of experts available in different disciplines in the leading institutions of the country.

9.4.2 Preliminary testing and validation; computerised tests

The instruments/tools for testing various attributes need to be constructed to meet the requirements of public service. Reliability is essential in assessment because, without consistency and measurability, scores cannot be meaningful. In particular, a test or questionnaire cannot be valid unless it is reliable. It is thus necessary for preliminary administration/ experimental tryout of the tests on the representative samples. It is also possible to administer on-line testing of required attributes as is done in the private sector. In-basket/in-tray exercises, which are in wide use in the private sector, should be employed where there will be a large number of decision making situations and candidates may be given only 10 minutes to respond on-line.

9.4.3 Handbook/Guide on the use of test results for Board members

All psychological measures have a degree of error associated with them. It is important to understand the accuracy of the scores produced by an instrument in order to take reliable

and appropriate interpretations, e.g., of how consistent results are likely to be on different occasions. Reliability coefficients and standard errors of measurement provide this information. It is, therefore, necessary to frame detailed guidelines or a handbook with the help of experts for the Members of the interview Boards to read at leisure and study the results of projective/objective tests and group discussion so that marks can be awarded. This handbook/guide should also contain guidelines on the following:-

- Rapport/small talk
- Work history
- Education and training
- Early home and social background
- Spare time interests, hobbies and sports
- Probing General Knowledge/General awareness
- Posing problems and synthetic situations
- Self-evaluation
- Closing the interview.

9.4.4 Integration with medical test and training

9.4.4.1 It is possible today to find out schizophrenic, criminal and deviant behaviour through psychological tests. However, there may be some cases that can be detected very easily at the stage of the medical test. *For this purpose, assistance of clinical psychologists should be taken at the time of medical examination to detect such cases.* In such cases, the findings of the medical examination should be cross-verified with the results of psychological test for confirmation before arriving at the final decision. *There may be a special case for physical/endurance testing for the Indian Police Service and other uniformed services at the time of medical examination to find out the basic requirements and general suitability for these services.*

9.4.4.2 The findings of the personality test should be documented for the purpose of research. It may be required to provide special inputs to the training academies to strengthen the positive areas and upgrade the moderate qualities and neutralise the negative traits of the candidates observed during the personality test. Since this is a very sensitive and delicate matter, it has to be done very professionally. This whole exercise should be intended for developmental purposes only.

9.4.4.3 In line with the efforts of the Committee to develop a viable recruitment procedure, the earlier chapter had dealt with the changes required in the Preliminary Examination that would measure intellectual capacities as well as social awareness. The

required changes in the Main Examination, introducing three papers which develop a socio-economic and political perspective on society and the Indian polity have also been discussed therein. The third test, related to the interview and personality testing, will add the dimension of understanding the social and emotional integration of the candidate's personality. Thus, the recommended group of tests would identify the candidate's abilities and readiness for entry in the services.

CHAPTER 10

SERVICES TO BE COVERED, ALLOCATION AND INDUCTION TRAINING

Services to be covered

10.1   The design of the revised scheme for the Civil Services Examination being proposed in this report has been evolved specifically to meet the requirements of the All India and Group 'A' Central Services with specific regard to their service profile, career prospects, nature of duties and future challenges. In brief, the assumptions on which the Committee has proceeded are that such services typically require the young recruit to spend a large part of his/her service in field administration (particularly at the initial stage), that s/he starts off at a fairly substantial level of responsibility even in the first appointment after training and within four to five years is required to shoulder independently responsibilities of an executive nature in the senior time scale, that within a period of 15-20 years, s/he would have reached policy/H.O.D. levels involving a fair degree of autonomous functioning and that s/he will have exposure to various types of field and staff assignments in different organisations either within their department or by deputation to other departments before reaching the top layers of the administrative machinery in the Central or State Governments. Clearly, this design is not for either lower level (Group 'B') services which act as feeders to the Group 'A' services or purely secretariat services which have little or no exposure to field administration. The suggested design for the examination may also not be very useful for recruiting officers to organisations like the CISF, RPF or CBI whose requirements may be quite different. Recruitment for these services could beneficially be included in the list of services to be covered under the proposed combined competitive examination for officer level posts in the Central Police Organisations. It is understood that such a scheme is under consideration of the Government. *The Committee therefore recommends that the Government review the list of services presently included in the Civil Services Examination scheme and confine it only to the All India and Group 'A' Central Services for whom the newly designed scheme recommended by this Committee is intended and the Government may take a view on the question of a*

separate examination for the rest of the services presently catered to under the present scheme.

Allocation to Services

10.2 Mandate

The Mandate of the Committee in respect of Service Allocation is:

"Feasibility of adopting an improved method of allocation of services aimed at achieving a closer match between the selected candidate and the requirement of the particular service. For this purpose, the possibility of providing fuller information to a candidate on the role and career prospects etc. of different services, and the nature of duties to be performed by officers at various levels to enable them to make an informed choice."

10.3 Present method

10.3.1 Allocation of services to the candidates finally recommended by UPSC on the basis of the civil service examination is done by the Department of Personnel and Training. This is based on the preferences given by the candidates at the time of filling up the detailed application form (which is before the Main examination) subject to their rank and physical fitness for the particular service. In other words, a candidate will get his choice of services provided there are slots available in that service after taking care of the preferences given by the candidates higher in the merit list. In a few cases if the candidate is found to be physically unfit for being allotted to a particular service of his choice he may be given a lower choice depending on the choices exercised by candidates of higher rank. In simple terms the allocation of services is a function of the candidate's choice, his rank and his physical category. For vacancies reserved for the SCs, STs and OBCs, of course, the candidates only from the relevant community can have claim to the same.

10.3.2 It was brought to the notice of the Committee that under the present system in the absence of proper information and guidance, candidates tend to indicate their preferences for the various services in a sort of stereotyped manner which may not always lead to their allocation to a service which would be more suited to their aptitude and personality. The Satish Chandra Committee had also observed that many candidates who joined civil services in the post Kothari Committee period, admitted that since they did not know anything about the nature of duties of different services, they gave their service preferences as per the serial order of the gazette in the belief that the services were listed in their relative importance. This trend continues because many of the officers interviewed by the

Committee expressed some regret over their choice of service. They felt that had they known more about the nature of work and duties of the various services and their career prospects etc they would have chosen a service better suited to their own aptitude and personal inclinations. Clearly the practice of requiring the candidate to indicate his service preferences at a stage well before the commencement of the Main examination when he/she has little idea about the various services and in the absence of any guidance or counseling, is not conducive to a proper choice and allocation of service.

10.3.3 The main issue that needs consideration in the entire process leading to service allocation, therefore, is that of enabling the candidates to make an informed choice after getting an opportunity to understand the nature of duties, work environment, transfers, promotional prospects of the different services and the various perks and facilities available in each. The Committee was informed that in the French System, 100-120 recruits are admitted to the ENA (Ecole Nationale d' Administration) on the basis of a competitive examination but without assigning any rank. They are trained in this academy for 27 months (which includes field training and assignments) and the final ranking is decided on the basis of their performance during the training period. At the end of the training, the allocation to services is done in the Academy in an open session in which the top ranked candidate has the first choice and the rest follow in order of their rank and choose from the remaining services as may be available after the higher ranked candidates have exercised their choice. Such a system would require a high degree of professionalism and objectivity in setting up and conducting a tremendously competitive training regime. It may be examined whether this can be achieved under the present system in India. A non-competitive Foundation Course as it obtains today is being seen as desirable because it promotes espirit de corps among the trainees. So even though the allocation to services based on performance during training (as in the French System) or a post training test as suggested by the Kothari Committee may be a more rational procedure, the Committee felt that after taking into account the totality of circumstances and the present state of preparedness of the service academies, *it may not be advisable to change the present system, viz., preferences subject to rank in the CSE.* However, in order to place this on a more sound basis and minimise the influence of negative factors as mentioned in the preceding paragraphs, *the Committee recommends that the selected candidates may be required to exercise their service preferences only on the completion of the Foundation Course at LBSNAA but the allocation would continue to be on the basis of the original merit list prepared by the UPSC.* The reason for this suggested change, which basically relates to the

to the stage of exercise of choice of service, is that a candidate would be far better informed of the nature of various services, their strengths and liabilities, career options and work opportunities after having spent 3-4 months at the National Academy where they would have the benefit of interaction not only with their batch mates but also with officers at different stages of their career in the various services and other knowledgeable people. *Counselling could be formally provided for during the course. This could be from professionals and from senior service personnel. They could also be provided with colourful brochures giving full information on various services, the nature of work, environment, locations/cadres and possible avenues of personal development, apart from entitlements, facilities etc., which may be normally available for officers of these services.* (The brochures should not try to highlight only the positive aspects and suppress the not so pleasant aspects so that the probationers can get a balanced view and make an informed choice.) Such interaction and accretion of knowledge about the civil service milieu and the realities of work environment would go a long way towards helping the candidates to find the right slot for himself/herself. The question of enhancing the role of the academies and training institutions to bring them more in line with the proposals of the Kothari Committee can be examined afresh once the strengthening of these institutions and professionalisation of the courses run by them, as recommended in the succeeding paragraphs in this chapter, have been implemented.

Induction Training

10.4   Mandate

The mandate of the Committee regarding "training" was:-

i)   Evaluation of the effectiveness of the scheme in existence since 1993 in terms of suitability of the candidates selected, as demonstrated by their performance during training and on the job.

ii)   To examine the desirability of associating the Union Public Service Commission with assessment of officers in terms of satisfactory completion of their induction training in the Training Academies/Institutions.

10.5   The Committee had appointed a Working Group headed by Dr. B.P. Mathur to go into all the aspects of induction training for recruits through the Civil Services Examination (composition given in **Appendix II**). This Working Group met several times in the Commission's office and after weighing various options submitted a report on the subject. After deliberating on various suggestions and the report of the Working Group, the Committee makes the following observations and recommendations.

10.6   The system of recruitment to the higher civil services in our country is based on the premise that a young person of proven intellectual competence can hold senior and responsible positions in government as s/he has the capacity to assimilate knowledge and sift material to understand the ramifications of a situation, apart from the potential to develop an original and innovative approach to the solution of a problem. The system assumes that, through appropriately designed post-entry training programmes, he/she can be imparted knowledge and skills required for the effective discharge of job responsibilities of the service to which he/she is assigned. Thus, post-entry training assumes a great deal of importance in developing the full potential of bright young persons recruited to the civil services. *The Committee felt that post induction training should be an effective supplement to the selection process and aim at competence building.*

10.7   Professionalisation of Training and Award of Degree

10.7.1   The Committee recommends that training should be fully professionalised and made more rigorous and, at the end of the two-year programme, a post graduate degree be awarded in Public Policy and Systems Management. A professional degree will give the young recruits the confidence that they are fully qualified to discharge the responsibilities of the jobs they are assigned, help them withstand political pressure as they will have market value and enable them to make a mid-career switch if they so desire. A professionally qualified person will also be able to command greater respect of the public, as well as other professionals in the area and will be able to discharge the job responsibilities more effectively. Further this will be in keeping with the professionalisation of civil services the worldover and will be in keeping with the dominant trends of the time.

10.7.2   The Committee felt that the existing two year training period is adequate but needs a major restructuring in design and content for earning a professional qualification. A broad schedule of training is given below:

1ˢᵗ year :
16 weeks	LBSNAA
30-44 weeks	Professional Training Institute

2ⁿᵈ year :
32-46 weeks	On job-Field training
12 weeks	Professional Training Institute/Project Presentation/Examination

10.7.3   The Committee recommends that the 24 months which the probationers spend in the LBSNAA/Departmental Training Institutes/Field assignment, should be treated

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as an integrated training/teaching programme and should fulfill the requirement of earning a degree in Public Policy and Systems Management as required by Universities/AICTE. The Committee recommends that the Training Institutes should be upgraded to the level of deemed universities, with full functional and financial autonomy. Alternatively the Ministry of Human Resource Development/UGC/AICTE may devise a special scheme for granting recognition to professional degrees in Public Policy and Systems Management awarded by the Training Institutes.

10.8 Foundation Course

10.8.1 *It should be ensured that all Group 'A' probationers recruited under the Civil Services Examination scheme undergo the Foundation Course at LBSNAA.* Since this group will be a smaller group compared to the present scheme, which includes certain Group 'B' services, it should be possible to accommodate all selectees in the same Foundation Course with the existing infrastructure and facilities at LBSNAA. *The Committee considered the existing 16 weeks Foundation Course at LBSNAA and felt that its methodology can be made more participatory, case study based and aimed at utilisation of modern technology. The present system of village study and emphasis on co-curricular activities and trekking may continue.* The Committee noted that the changing economic environment requires a corresponding change in civil service mindsets and the ongoing social revolution requires a much greater understanding of the problems of users of the system and citizens – particularly the vulnerable sections of the population, in day to day administration. Adequate measures require to be taken to sensitise probationers to a regime wherein the private sector local government, consumer groups, NGOs will play a greater role. The training should stress the values enshrined by the Founders in the Constitution of India and the basic ethical practices required for good governance.

10.8.2 Theory and its application must be reinforced through training methodologies which are participatory, experiential training such as case studies, simulation games, role play and integrated with field observations and placements. Underlying both classroom and field training, there must be reinforcement of the attributes required by the civil services. Thus, an integration of knowledge, skills, and attitudes/values should be underpinning the training programme.

10.8.3 If the areas of competence be divided into academic competence and social competence, the training should be aimed at bringing the probationers into the fourth

quadrant in the "capability grid" shown below, viz., high academic competency and high social competency.
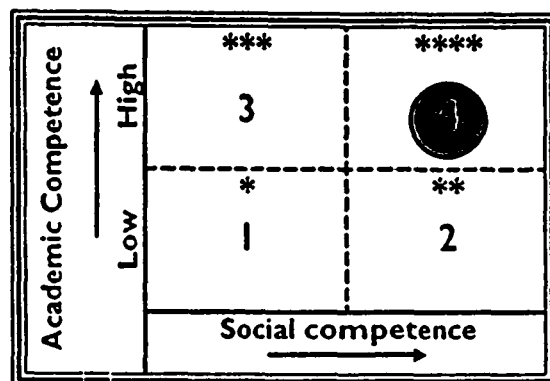
10.8.4 In major areas of public policy and systems concerns, literature is now available with the case study orientation. For example, the material produced by LBSNAA on policy systems and concerns related to district administration in India, land reforms and rehabilitation issues arising from large projects. Such efforts will have to be multiplied. Technical literature on systems planning, optimisation and strategic management will also need emphasis.

10.9 Annual Retreat

One of the key objectives of training should be to strengthen the basic attributes required for the civil services, like being committed to upholding the Constitution of the country and the laws, promoting welfare of the people, etc. Interactive sessions with senior persons of impeccable integrity (role models) in the services would be highly beneficial. *The Committee proposes that after completing two years' probation and the first year of field posting, all the probationers belonging to a particular batch should come back to the LBSNAA for a week for an annual retreat. A select group of seniors should also be invited to joint his retreat as role models. This practice should be held annually and continued for three consecutive years.* The objective is to establish "Esprit De Corps" among the officers and facilitate learning from each other's experiences, including best practices and shortcomings, and also from the role models who would be mixing and interacting with the young officers.

10 10 Associating Institutions for Higher Education

order to give a greater professional orientation to the training programmes, the ltres *of excellence in the area of higher education and training centres should be*

fully involved. It would be ideal if a post-graduate degree in Public Policy and Systems Management is awarded by working out a scheme in collaboration with them. During the training, the probationers may be given a stint with the such institutions for about one to three months so that they are exposed to modern/private sector management practices. There is also need to draw visiting faculty from the premier institutions so that the quality of teaching is upgraded. To implement the scheme the cadre controlling authorities and the training institutes will have to draw up separate agreements with the management schools.

10.11 On the job/Field Training

Besides the academic input in the training institutes, the professional training should be followed by on the job training/field assignment. This should be by way of giving independent charge instead of only attaching them as observers. For example, an IAS officer may be given charge of the BDO and Tehsildar; an IPS officer as Station House Officer; an IRS officer as Income Tax/Excise Inspector. At present field assignments are sometimes not being taken seriously by probationers of some of the services. *The training institutes should act as nodal organisations for the full period of training of the probationers including field assignment.* They may co-opt a senior member of the service as a mentor/trainer. Selection of officers under whom such initial field training is imparted should be very carefully undertaken. Such officers should personify ethical integrity and professional competence. They should be willing to give time to the probationers.

10.12 Evaluation of Probationers

10.12.1 The question of evaluation of the probationers during training was also discussed. *The Committee is of the view that the practice prevailing in IAS, IPS and some of the Central Services under which weightage is given to the performance during training, be extended to other Services.* The performance of the probationer in the Foundation Course, the Professional Course and on-the-job training needs to be rigorously evaluated. *The marks so obtained may be added to the marks secured by the probationers in the Civil Services Examination and their seniority refixed. It is recommended that the UPSC and Department of Personnel make it applicable to all the services.*

10.12.2 The Committee felt that the training needs of civil servants should not be viewed only at the induction level but upgradation of knowledge and skill should be a lifelong process. Once a person is selected to the civil service, s/he gets a feeling of 'having arrived'

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and after entering service stops learning and insulates himself/herself from the broader environment. Many civil servants are "too full of themselves", an attitude that needs to change. *There is a need for greater professionalism and, after a few years in service, civil servants should develop specialisation in a particular area where their career progression should take place. There is need for mid-career training for competence building. Thus, after 9-10 years of service (Deputy Secretary level) the officers should be sent to professional institutions for a period of one year, which could include a stint of three months abroad. The possibility of awarding an M.Phil degree during this training may also be explored.*

10.13 Reappearing in the examination for rank improvement

10.13.1 The Committee noted that some of the probationers do not take the training seriously, largely because they are appearing again in Civil Services Examination to improve their rank and want to switch services. While it may not be proper to bar such candidates from reappearing in the Civil Services examination, *the Committee feels that these candidates should not be allowed to join the professional training* (i.e., after the Foundation Course) as it has a deleterious effect on the discipline of the Training Institutes. The money spent on the training of such candidates, and the salary paid to them, also go waste in case they join another service. *It is therefore suggested that such candidates may not be allowed to join the professional training institutes (after the Foundation course), but may be permitted to join the training in the next batch with their rank/seniority protected. However, this protection should be given only as a one-time measure. If a probationer wishes to take yet another attempt at the examination such a candidate would then have to join the training in the third year and lose seniority.*

10.13.2 In actual operation, this would mean that since allocation of services would be done on conclusion of the Foundation course, probationers who are unhappy or dissatisfied with the service allotted to them would be granted leave of absence for a year (without pay) and allowed to write the examination once again. If they improve their chances in the next examination, they will have the option of joining the Foundation course once again and, after getting a service nearer to their choice or interest, going on to do the professional training for that particular service. They will also have the option to revert back to the service allotted to them at the end of the Foundation Course following their previous attempt and go on to complete their professional training in the original service without loss of seniority.

In the event of their joining a different service in their next attempt, there would be no question of retaining their seniority. In the event of the probationers still remaining dissatisfied and going on to make yet another attempt, they may still be allowed to retain a lien on the service allotted as a result of the initial selection, but protection of seniority would no longer apply. They would then be added to the tail end of the batch following the one in which they were first selected. In other words, the benefit of protection of seniority will be available only up to one additional attempt after the initial selection. It may also be clarified that once a probationer, after completing the Foundation Course, decides to accept the Service allotted to him/her at the end of the course and joins the professional training for that Service, s/he would not be permitted any further attempts in this Examination. S/he of course would have the option of resigning at any point of time, with its concomitant implications, if s/he later changes his/her mind and decides to write the Examination once again, if otherwise eligible.

10.14 Upgrading Training Academies

The Committee felt that there is compelling need to upgrade the Training Academies and Institutes and bring them up to the standards of the better universities and professional training institutions in India in the relevant areas. Research on issues relating to public policy should support the activities of these academies. They could be organised as Government funded autonomous institutions set up under the Societies Registration Act. Flexible promotion policies and University Grants Commission scales should be available to such institutions, for the academic staff, together with sufficient funds for equipment, information technology support and so on. Distinguished professors of repute should be invited for short term and given special pay and facilities. Academicians may also be invited as "scholars in residence". Effort should be made to equip them not only to teach but also to take research on issues relating to public policy and disseminate the same to officers in service on a continuing basis, besides utilising the findings in the training courses. The training institutes, which are presently "attached" offices of various Ministries, must be given full administrative and financial autonomy like universities. Utmost care should be exercised in selecting the heads of Training Institutes and the faculty members. The Faculty should be a mix of academia as well as those drawn from the civil services as visiting faculty. To make the assignment in training institutes attractive, the original compensatory package devised in 1985

should be restored. The faculty members should be given suitable training abroad so that they are abreast of current developments.

10.15 Creation of an Apex Body for Monitoring

10.15.1 Training is now recognised as a major corporate function the world over. Human resources have been recognised as the "principle value creators" in all organisations. They are seen as the main instruments of achieving strategic objectives. CEOs and top managers pay personal attention to selection, training and career development. The higher civil services are meant to play a leadership role in the strategic management of the country's public systems and therefore need a greater degree of attention and high level of training. Pandit Jawaharlal Nehru used to personally interview Indian Foreign Service entrants.

10.15.2 For successful implementation of the new system of training and imparting new age skills, as envisaged above, *it is necessary to create an apex monitoring body. For this an empowered committee with the following composition is suggested:*

i)	Cabinet Secretary	Chairman
ii)	Secretary, Department of Personnel and training	Vice-Chairman
iii)	Director, LBSNAA	Member-Secretary
iv)	Heads of the Training Institutions for various Central and All India Services	
v)	Representatives of Ministry of HRD, UGC, AICTE, AIU.	
vi)	Distinguished Academicians and renowned experts in relevant fields.	

It may be recalled that the Kothari Committee had also made a recommendation on the same lines (See 1.2.1.9 in Chapter 1)

10.16 Concurrence of UPSC for Confirmation/Termination of Probation

10.16.1 The Committee felt that where the performance of a probationer is not satisfactory, there should be a suitable mechanism for terminating his/her services. Effective use of the provision to extend the probation period be also made so that a candidate gets an opportunity to improve. The Committee noted that while cadre-controlling authorities have power to terminate a probationer's services, the power is rarely exercised due to various administrative impediments and multiple authorities which handle a probationer's training. *The Committee recommends that a probationer be confirmed in service with the concurrence of the UPSC. It is therefore suggested that at the end of training,*

the performance of each probationer is assessed by a Board of the UPSC and he/she is confirmed only if found suitable. Requiring concurrence of the UPSC before terminating the services of a probationer whose performance is not satisfactory will help to establish a high degree of objectivity and credibility.

10.16.2 *In order to have a credible and effective exit policy it is proposed that the UPSC recommendations for appointment to the various services should remain provisional up to the point of satisfactory completion of the entire training by the probationers. The recommendation will be made final only if a probationer is found suitable in the final assessment at the end of training which will include both academic and value system/social competency assessments by the various academies, professional bodies and field authorities to whom they are attached for training. Probationers who fail to complete all the requirements for grant of the professional management degree in the relevant area of Public Administration or fail to complete other aspects of the training successfully in spite of ample opportunity to do so, should have their probation terminated.*

10.16.3 Recruitment process can be complete only at the end of the total process of induction. Hence, not only is there need to have appropriate tests and other assessment procedures for the appropriate selection of candidates, there is also a need to continue the assessment during the period of induction. By laying stress on the later process, there is a clear message to the candidate that the effort to prove suitability for the civil service does not end at the first stage of selection. The Committee believes that upgradation of the academies and association with institutions of higher learning will assist in this process.

CHAPTER 11

RECRUITMENT AND THE SYSTEM – THE POST INDUCTION ISSUES

11.1 Although the post-induction issues are, strictly speaking, not covered under the terms of reference of the Committee, the Committee felt the necessity of making some comments on the basis of feedback it received from cross section of society. The Committee felt that recruitment, training, and management of the civil services are inter-related components of the same system and one cannot succeed without the other. Any effort to rectify only one aspect to the exclusion of others will mean trying to cure the symptom rather than the disease.

11.2 The recommendations of this Committee are embedded in a wider view of civil service reform. Examination reform by itself will be ineffective in a system perceived to be highly politicised or subject to extraneous influences. Many senior persons specifically asked the Committee to put its recommendations in a wider perspective since they were concerned about integrity and morality.

11.3 The Committee felt that the civil services can be one of our biggest assets or liabilities depending on the manner in which we handle them. Looking for desirable attributes and values at the entry point is not enough. It is very crucial to understand what happens to the values and integrity, motivation and other qualities assessed at the time of recruitment after 10 years and 20 years of service. It is said that initially many of the officers have positive values, but they change during the course of service. When they appear before the UPSC interview boards, most of the candidates are idealistic, bright, committed and sincere. However, once they join the service, within a period of time they seem to become cynical, negative and possibly even corrupt. Even the most outstanding officers feel frustrated after their idealism has been dimmed by the systemic realities. Some of them succumb to pressures easily. Therefore, a deeper insight into the systemic mechanism is required to ascertain the causes affecting this change and take remedial action.

11.4 Compensation/Incentive Structure

Before scouting for talent, there is need to focus on the challenge in the job and the compensation package. It is felt that the superior civil services are entrusted with a very

high level of responsibility from the very beginning and most of them go up to the level of at least Additional Secretary. Besides, there are flexible complementarities at the top level. With liberalisation and decentralisation, development administration has become far more exciting and challenging, especially in the higher civil services, in terms of diversity of job relating to public policy and public services involving huge public resources, and the power of discretion associated with it. However, *the compensation package has to be made more attractive with opportunities for fast tracks or merit based promotions.* Apart from integrity and honesty, the concept of ownership and share-holding for employees is also important. In Singapore, private sector competes with the government for recruitment. There the civil servants are very well paid and the compensation package is linked to the earnings of the top performers in the private/corporate world. However that system cannot be compared with our system since apart from financial constraints, compensation to public servants is also linked to the performance of the economy and a worsening of the latter can result in cuts for civil servants salaries. However, senior civil servants are all on contract basis for renewal of which there is a fresh assessment before each renewal. In view of this, we have to focus more in terms of job satisfaction where the civil services should be provided with opportunities to fully realise their potentials and can have some kind of self-actualisation and sense of sharing in common goals and objectives. *At the same time, there is need to balance incentives/disincentives with security of tenure. There should be safeguards to protect the interests of the honest officers against political interference.* The present lack of transparency and the scope for manipulation of the system results in the criterion of merit being made vulnerable to influence and considerations of personal loyalty or even unethical dealings. The absence of a well-defined structure for rewards and punishments, and the confusion regarding the desirable service norms for civil service, has led to low morale and pursuit of career advancement, sometimes at the expense of ethical values.

11.5 Developing specialisation/professionalism

11.5.1 Within the civil services, there has to be a conscious move away from the generalist approach to the specialist one and upgradation of knowledge and skill should be made a life long process. Even if officers are recruited as generalists, they should be encouraged to specialise in one sector or the other. The core competencies of the officers should be identified and consciously developed after the initial 8-10 years of service. For encouraging development of professionalism in civil services, *there should be a specific career development plan for each officer involving both core competencies as well as*

general leadership as they move up. The officers should be periodically sent for specialised training in one of the leading professional institutions, which should include at least a three month stint abroad, for capacity building and whenever necessary, more training be provided at the best institutions in India and abroad. The specialisation can be in the social sector, viz., social welfare, housing, environment, education, health, or it can be in the field of management of natural resources like land, water, forests, or it can be science and technology, or commerce, economics and finance, or in the areas of security or disaster management. Further, once the officers have specialised in a particular sector, they must be supported to continue in that sector.

11.5.2 The Committee is of the view that enhancement of professional skills and development of capabilities will enable the officers to access opportunities to spend some time, preferably even a sabbatical, in the private sector or with NGOs/cooperatives/non-profit organisations or with academia and then return to the Government with new perspectives. *The Government should protect not only the salary, but also provide some funds for the project to be undertaken during the sabbatical year.* The Committee foresees a time when the existing system of managing posts by cadre officers would gradually cease to exist and it would be appropriate to plant at this stage the seeds of a new and more professional system where the old rigid structures of Government would change. With the advent of stronger local governments as well as community and NGOs' involvement in all development programmes, the State would retreat from managing the micro economy. A well developed professional value system will also enable the civil servants to discharge their duties in a professional and objective manner without succumbing to any kind of extraneous pressures. The Committee believes that continuing education, as a process of life long learning, will sustain such professionalism and opportunities should be provided for the same.

11.6 Mobility for the Services and Lateral Entry of Professionals

11.6.1 In addition to the combined examination, recruitment should also be made by other methods, especially at the level of Joint Secretary and above, e.g., lateral entry with contractual appointment and lateral entry with permanent retention. *Initial lateral entry may be by way of appointment as Officer on Special Duty with limited tenure assignments. If the inductee performs very well, s/he could be offered a permanent position and 5% vacancies could be reserved for such entrants. There should be more lateral entry, which is at present restricted only to economic Ministries and Planning*

Commission. In USA, there is lateral entry at the highest levels which is open for all. There is need for differentiated skills, which requires recruitment of specialists, to make entry open, from within and outside. When officers know they will have to compete, they will work towards accumulation of relevant professional experience. *Mobility across services/between services should be explored. Meritorious persons, even from NGOs/non-profit organisations/cooperatives, who have done well, should be taken at the middle and senior levels.* A provision already exists under Rule 6(2)(ii) of the All India Service (Cadre) Rules for sending out All India Services officers to NGOs, corporations, cooperative societies etc. It will be desirable to continue this practice not only in respect of All India Services but also for the Central Services.

11.6.2 *Officers should be encouraged to join voluntary organisations of repute, educational and research institutes or international organisations during mid-career, on loan basis, contract or deputation terms.*

11.7 Need for Periodic Performance Appraisal

11.7.1 The biggest drawback of the existing system is not the recruitment process but the post-recruitment scenario in which there is no evaluation of merit. The rank obtained in the Civil Services Examination determines the rank of the selectees and that remains fixed throughout the career. *There should be a special evaluation and clearly laid down criteria at period of eight to ten years of service (at least before deputy secretary and joint secretary level) as part of the recruitment process.* One-time recruitment to select officers for 30-35 years is not appropriate. *There should be at least three to four such evaluations in one's working life.*

11.7.2 In professions such as medicine and accountancy, the concerned professional associations, which are statutorily recognised, have laid down requirements for undertaking a certain number of hours of re-education each year before a member can seek extension of registration either as a Doctor or a Chartered Accountant. In the Defence Services also, before serving officers are considered for promotion to the higher ranks, certain professional training courses and examinations are conducted and have to be cleared. Such *in-service examinations need to be instituted in the Civil Services also, as a signal to the serving officers that they need to retain a sharp learning edge if they hope to rise in their careers.*

11.7.3 Now everywhere there is talk of 360 degrees appraisal, i.e., appraisal not only by the boss, but also by the subordinates, peers, customers and suppliers. *In order to instill a larger sense of accountability, the assessment of the civil services should also include an element based on feedback solicited from persons, who have to interact with these officers as citizens or consumers of public services, in order to gauge their honesty, courtesy and efficiency.* It is desirable to design such systems for all levels of officers, which have dealings with the people. *These exercises should be conducted by an independent professional organisation, may be consisting of retired judges or former members of the armed forces, academicians, activists, NGOs, and even retired government servants, who should look at their policies and performance, and suggest constructive steps for their improvement.* Such ratings are always used with care in any personnel management system. · Peer group review, in addition to that of seniors as also the individuals own response, has to be carefully evaluated by autonomous civil service evaluation systems, before giving credence to them. However, once such processes are gone through, an officer getting negative rating on the criteria should be advised to improve functioning and, in case of repeated negative feedback, should be removed from that post and given an unimportant assignment. In the event of persistent negative ratings, the question of severance of the officer from the public service can be looked into.

11.8 Deadwood

It is said that a number of civil servants become deadwood and, hence, seriously affect the delivery of service due to lack of professionalism-and commitment to public service. In a significant pronouncement, the Supreme Court has recently called upon the government virtually to take a fresh look at the entire gamut of official and public sector employment. Its view is that only useful employees should be retained and those who are 'indolent, infirm,....of doubtful integrity, reputation or utility' weeded out. This implies that the potential for continued utility in service should be the only criteria for allowing anyone to continue and prosper in the service. *This problem can be tackled partly by periodic evaluation of performance of the officers and by planting the seeds of professionalism at an early stage among those who have the potential and partly by weeding them out or sidelining them.* This will, at one stroke, destroy the complacency that permanent employment engenders. Consequentially, seniority alone will not be the sole criterion for career advancement.

11.9 Stability of tenure

It has been observed that frequent transfers and limited tenures are playing havoc with public organisations. Rapid changes erode the mandate of the Department/ Organisation. It leads to lack of confidence for acting firmly and equitably for the public good. Since the incumbents are not sure of how long they will stay, it affects their attention to detail and capacity to master the situation and begin thinking about how to change or improve things. With every quick change in the head of the office, a funereal air is noticeable and down the line the respect for authority is whittled away. Rapid changes erode the mandate of the Department or Organisation. Besides this, the staff does not extend the commitment so necessary for change to be institutionalised. Transfers have been used as instruments of reward and punishment, there is little transparency, and in the public mind a transfer after a short stay is perceived as a stigma. *Therefore, it is crucial to remove such uncertainty and bring a feeling of security of tenure in every posting of an officer for ensuring better performance and accountability.*

11.10 Civil Service Boards

As presently at the Centre, Civil Service Boards should be formed at State level also, for overseeing appointments and promotions of civil servants, and Service-wise Boards should also be set up for this purpose for managing transfers and postings within each Central Service/cadre. These Boards comprising seniormost cadre officers with impeccable reputations would oversee appointments, transfers and promotions of all the officers in the service/cadre. For various postings, the Boards would recommend panels, of names and the political executive would have the discretion of selecting names from these panels, but there would be no "open" choice based on whims, fancies and other considerations. If the entire panel recommended by the Civil Service Board is ignored and someone else is picked up for a certain posting or appointment, then it should be obligatory to record reasons for the same in writing. Any request for transfer should also be scrutinised by this Board and the government of the day would normally abide by its recommendations. *The tenure system which has fallen into disuse should be resurrected and maintained on the authority of the Civil Service Board. These Boards can even be imparted some statutory basis for their role and functions, as is the case in the French Civil Service.*

11.11 TO SUM UP

This chapter completes the process of the triad of reforms required, if a change is to be seen in the civil service system of the country. Fifty years after Independence, the civil service faces a completely different set of problems and the methodology and approach to problem solving. Therefore, the Committee believes that recruitment, training and reforms within the system go together for an impact of sufficient proportions to aid the country on the path of development in the twenty first century.

CHAPTER 12

RECOMMENDED – A COMMUNICATION STRATEGY

12.1   At an early stage of its investigations and deliberations, the Committee found that there were certain indications pointing towards a lack of full information about the higher civil services and the manner of recruitment thereto among the target group. It was observed that the level of awareness of the existence of the Civil Services Examination and its importance as the gateway for entry to the higher civil services was not uniform throughout the country or in different segments of society. It was also seen that lack of proper information through regular channels even in the "catchment areas" like universities and colleges was resulting in a decline in interest in the civil services as a career option among the fresh graduates. Table 10.1 shows that a majority of the candidates appearing for the Personality Test of the Civil Services Examination came to know about the Examination only through informal channels. It was felt that there was a clear need for a study to be carried out in this area with a view to identifying the communication needs and crafting an effective strategy to ensure dissemination of information pertaining not only to the examination but also to the higher civil services as a career option among the potential candidates in every part of the country. This would not only serve to broaden the social base of the recruitment (which in itself is a desirable objective) but also facilitate tapping of the vast genetic pool available in this country, resulting in a better quality of product. Further, such a strategy could also include elements designed for providing access to syllabi, reading material and information about the relevant courses of study to those candidates who would not have the privilege of studying in a premier institution/ university. The Satish Chandra Committee had also expressed similar concerns.

Table 10.1
Source of Information about Civil Services Examination

Year	University Exchange Bureau	Employment Exchange	Newspaper/ Television/ Radio	Informal Channel	Other Sources	Total
1	2	3	4	5	6	7
1997	14	30	419	780	22	1265
1998	11	36	301	593	24	965
1999	8	29	309	489	13	848
Total	33	96	1032	1864	59	3084

Source of data:-   Socio-economic analysis of candidates called for PT of Civil Services Examination.

12.2   This Committee felt that a separate Working Group should go into all these aspects (paragraph 2.4.4 refers) and, after carrying out a detailed study, suggest effective measures which could form part of a communication strategy to be adopted by the Government and the UPSC in this regard. The findings and recommendations in this Chapter are based on the studies thus carried out including the feedback and suggestions received by the Working Group and by the Committee.

REVIEW OF EXISTING METHODS

12.3   As per present procedure, the Notice for the Civil Services Examination is issued by the UPSC through the DAVP as a paid advertisement for publication in the print media. This covers about 233 leading English/Hindi and regional language daily newspapers being published from 96 stations throughout the country, albeit in a summarized format. The detailed Notice is published by DAVP in the Employment News/Rozgar Samachar and the candidates who may notice the brief advertisement in the newspapers are required to refer to the detailed notice in the Employment News/Rozgar Samachar as the only authoritative source of complete information. This detailed notice does not, however, cover every aspect, for example, for information relating to matters like Medical Regulations and service particulars, etc., it is necessary to refer to the Rules of the Examination published in the Gazette of India by the Department of Personnel & Training.

12.4   The Press Information Bureau is also used for disseminating news and information about this Examination through the print and electronic media, but the efforts of this agency are not such as to ensure a sufficiently wide coverage, since it may or may not be carried as a news item at the discretion of the editors.

12.5   The Station Directors of 16 All India Radio stations serving remote areas of the country are also sent copies of the brief notice with the request to broadcast the same in their bulletins relating to pubic employment for the benefit of the populace who may not be well served by the print media. There is no feedback, however, to indicate the extent to which this has been effective or beneficial.

12.6   The UPSC does not interact directly with any of the media agencies or with Doordarshan, although some channels of Doordarshan do provide brief information on the Examination based on the PIB release.

12.7 It may be mentioned here that although there is large number of regional language dailies on the media list of DAVP who are given the UPSC advertisement containing notice for the Examination for publication, the notice itself is printed by them in English. The Hindi dailies print the notice in Hindi. As regards Employment News/Rozgar Samachar, this is printed in three languages, i.e., English, Hindi and Urdu.

12.8 The UPSC presently sends approximately 1000 copies of Employment News, containing the Civil Services Examination notification, to different organisations/offices all over the country. These include almost all universities and university employment bureaus, selected schools and colleges, all Secondary Education Boards, Directors of Public Instruction, all Ministries and autonomous bodies, all State Governments and Chief Secretaries, State Public Information Officers, all Public Service Commissions, nearly 100 employment exchanges and vocational guidance officers, major libraries and NGOs.

12.9 UPSC also provides detailed information about the Examination by displaying copies of its detailed notice on its website. The Commission also have a Facilitation Centre, whose telephone numbers are advertised in the Notice, for catering to the demands for information, whether in person or on telephone, from prospective candidates.

12.10 Except for the above, there is no pubic medium which provides information about the job content, pay package, career and personal development prospects, transfer and postings in different services etc. to the prospective candidates.

12.11 Although the Employment News/Rozgar Samachar does carry fairly detailed information, which can provide guidance on most aspects like availability of forms, procedure for applying, eligibility requirements, scheme of the Examination, details of papers, syllabi, and so on, this publication is generally not available below the district town level and there too it is available only through one or two outlets. It may happen that by the time a candidate comes to know, through other means, about the issue of this Notice, s/he may not be able to lay hands on a copy of the Employment News/Rozgar Samachar since the limited number of copies tend to get sold out very quickly.

12.12 The application forms (along with information brochure etc.) for all UPSC Examinations are available at a nominal cost through 500 Head Post Offices located at district headquarters throughout the country. However, it may be noted that there are about 90 districts which do not have a head post office. So, in such districts, even the forms

are not available and the candidates have to travel to other neighbouring districts for this purpose. It is also a moot point as to how many candidates actually know about the availability of forms through head post offices, in spite of the fact that the list of such head post offices is advertised in the Employment News/Rozgar Samachar and the website. It may be mentioned here that this scheme of sale of application forms through head post offices is in vogue for the last two years only. There are in all 840 head post offices, more than 25,000 departmental sub-post offices and a grand total of approximately 1,54,000 post offices covering the entire country and clearly there is a much larger scope for utilisation of this national resource for this purpose.

12.13 After reviewing the totality and probable effectiveness of all the above listed channels for dissemination of information and distribution of material (forms, brochure, etc.) regarding the Civil Services Examination, *the Committee felt that there was a definite need for a far more effective, elaborate and focused communication strategy in this regard.* A blue print for the same has been attempted in the following paragraphs.

SUGGESTED STRATEGY

12.14 The following factors must be kept in mind while evolving an effective and workable communication strategy for the Civil Services Examination:

i)	Level of education;
ii)	Language barrier;
iii)	Penetration of print and electronic media;
iv)	Exploitation of other channels like postal, educational, etc.
v)	Economic and social conditions prevailing in different areas

12.15 Other important aspects which need to be kept in view are cost-effectiveness and potential of existing as well as new communication tools, which are expected to become available in the near future and which are likely to redefine the communication scenario substantially. For example, while the role of the print media is not likely to diminish, that of electronic media is likely to grow substantially, particularly with the near universal reach of television and the expansion of internet coverage and related modern telecom technologies. The strategy should be to dovetail the existing sources of information and communication with the emerging technological developments in communication sectors, so that our goal of reaching out to the maximum population of the country can be achieved.

12.16 The following should be the objectives of any such strategy:

i) to raise the level of awareness of this Examination and its importance as a gateway for entry to the higher civil services in every segment of society and every nook and corner of the country;

ii) to provide information on the higher civil services being recruited through this Examination – nature of work, their career prospects, terms and conditions of service, opportunities for personal growth, and so on;

iii) to provide a channel for distribution of all material including study material, which may not otherwise be easily available in the remote areas, at an affordable price;

iv) to set up on a regular basis certain ground level institutional mechanisms which will take care of the information and communication needs of the society with regard to this Examination and the higher civil services.

v) to provide complete information pertaining to the Examination including guidance on how to apply and how to prepare;

vi) to make available the application forms and full information on the manner of filling up the same and submitting them to UPSC through a network which covers the country, including remote/rural/hilly areas, etc.

12.17 Given the objective of tapping the vast genetic pool available in the country, on the assumption that the wider the participation the better will be the quality of the end product, the target group would include that segment of the educated youth of the country, which is eligible to take the Examination. Needless to say that any such target group has to include those sections of society and those inhabitants of the distant pockets of this country who are today not even aware of the opportunities for public service available through the instrumentality of this examination. The added benefit of reaching the unreached would be to enhance the feeling of belongingness while at the same time enriching the social base of the civil services fraternity.

12.18 Given the above objectives and target group, it would first be necessary to identify the possible methods through which there can be greater generation of awareness and also dissemination of study materials/information brochures/application forms with the aim of reaching the targeted population in the remotest location. After deliberations the Committee suggests adoption of some of the following methods by the UPSC.

12.18.1 There is a need for generation of awareness. It should be ensured that material as well as information is made available through various channels so that it

reaches the target group, particularly the catchment area of colleges in remote locations.

12.18.2 It is evident that in a country as large as India, with only the recent spread in communications, particularly the television, it is very necessary to mount almost a campaign to spread the message. At present, only some areas of the country and some universities/ institutions account for the bulk of the candidates. Hence, the reach has to be broadened through the various suggested measures.

12.18.3 Radio and Television, the two most popular media channels, have not been properly utilised so far. As the study reveals, after the print media, it is Doordarshan which is considered an important medium of communication for disseminating information about the Civil Services. It is, therefore, necessary that adequate, effective and attractive programmes are prepared for telecast and broadcast over television and radio. With the opening up of FM station to the private sector, there is anticipation that there would be more local content for listeners on a regional basis. The UPSC can directly disseminate information regarding the civil services as well as regarding the examination system through the local radio set-ups. The UPSC could consider holding regular discussions and debates on radio and television in the local languages. The programmes could also be in the form of phone-in programme, chat show or quiz. The purpose of these shows could be to elaborate on the system of examination, to dispel doubts regarding fair play, explain the variety of opportunities which these services offer, elaborate on the different types of responsibilities that are handled by the people who enter the services and also inform the people regarding the role of civil services in governance, policy making and economic development. The objective of such publicity is not the same as right to promoting a product. It is a requirement, based on the right to information of a service which is enshrined in the Constitution of India and, for which, justice demands that persons from all sections of society, and the length and breadth of India, be represented in the services.

12.18.4 As mentioned earlier, the electronic media is growing substantially, particularly with the emergence of modern telecommunication technology. The developments in communications should be used to reach out to the maximum population in the country. Besides, the existing Facilitation Counter of UPSC

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should be made user friendly and equipped with an Interactive Voice Response system. Advantage should be taken also of the developments in internet. The UPSC website needs to be made more informative by providing material about career prospects, job profile, transfers/postings and pay/perks in different services, cadre allocation, number of vacancies etc.

12.18.5 Similarly, the network of Regional and Study Centres of IGNOU or any other such institution can be utilised for providing information to the potential candidates. IGNOU should be associated in developing the instructional material for the Examination in the distance mode and involve its study centres throughout the country to support the course. It could be telecast on TV as is done in the case of farmers' programme and IGNOU and UGC programmes, and some programmes could be broadcast on radio also. There should be a distance learning person/media expert on the panel. Videos which heighten understanding on various issues, may become supportive educational material. The courses may also be available on the net and be interactive. All this will reduce the importance of the private tutorial courses, which are costly and are not easily available in all parts of the country.

12.18.6 The UPSC may undertake preparation of the publicity material in a self-explanatory format and in the most simple language so that it is understood clearly by the target group population. Print publicity material in regional languages can be made available in adequate quantities to far-flung areas as well as identified educational institutions for distribution among the potential target clientele. The Employment News, containing the notification of Civil Services Examination, should be printed in major Indian languages and in sufficient numbers so that it could be supplied at a very nominal price and the postal network can be used for its circulation.

12.18.7 The University Career Guidance Bureaus, as also the network of UGC's regional offices, can be used for dissemination of publicity material among the teachers as well as students. Universities and colleges catering exclusively for women's education may be specially targeted so that women's participation in this Examination can be increased. There are five women's universities and more than 1,000 colleges in the country.

12.18.8   The Satish Chandra Committee had also recommended distribution of colourful brochures on a large scale. They had suggested that the Directorates of Employment and Training of States and UTs, which have a network of offices, can act as channels to spread information and knowledge about the Civil Services Examination. These recommendations remain relevant and should be implemented.

12.18.9   The Kothari Committee had suggested that Members and senior staff of the UPSC undertake visits to universities and colleges for dissemination of information. This is a useful suggestion and should be explored.

12.18.10   Some more steps can be taken at the Government level, without any direct involvement of the UPSC. For example, inspiration can be drawn through the role model of officers at the district ievel, such as Collectors, District Magistrates, SPs, Forest Officers, or through inputs in the curriculum. The ideal of civil services offering a bright career, high quality life and challenging assignments, has to be sold also to the parents who are the prime motivators. A chapter on civil services can be included in the text books of civics in middle school. Presently, only the students of public administration in colleges are taught about the civil services as a part of their curriculum, which is not adequate. The mindset prevailing in rural areas, that entry into the civil services is high caste-oriented and favours the English speaking persons, needs to be dispelled. Communication regarding services can be effective if it can change the attitudes and behavioural patterns of people.

12.18.11   Each senior secondary school/college/university may designate one teacher as a counsellor for the UPSC examinations for providing detailed information and guidance to aspiring candidates, who should be provided adequate material and information well in advance. Such persons will serve as the key contacts with the UPSC.

12.18.12   It is recommended that the UPSC should consider organising "Annual Civil Service Day" throughout the country at the time of issue of notification of the Preliminary Examination. The purpose is to spread awareness about the civil services as a worthwhile career. The service of the Directorate of Field Publicity and Song and Drama Division of Ministry of Information and Broadcasting can be

utilised in this regard. They can use publicity literature or documentary films for highlighting the UPSC's role in harnessing the best talent throughout the country.

12.18.13 Counselling for potential and competing candidates, with a view to helping them make a better and more informed choice of services, should be arranged at the first level through attractively printed brochures, which can be made available along with the detailed application forms for those who make it to the Main Examination.

12.18.14 It will be rewarding if the network of post offices throughout the country is utilised for dissemination of necessary information and documentation on Civil Services. At least, the UPSC application forms should be made available in all post offices of all district headquarters and post offices located in the premises of all premier educational institutions like universities, medical colleges, engineering colleges, management schools etc. Post Offices can also display posters indicating the examination programme and giving dates like date of notification, closing date for sending applications, date of examination and so on. They can also stock and sell low priced publications to be made available by a suitable agency authorised by the UPSC giving full details on the examination, the civil services – their training, career prospects and other details which may serve to motivate and inform the prospective candidates.

12.19 To sum up, the communication strategy to be adopted would not only ensure dissemination of information relating to the Examination, and the higher civil services recruited through it, but also enable prospective candidates to apply for this Examination, prepare for it and make choices regarding the specific Service which they wish to join. The minimum pre-requisite for such an exercise would be that it reaches all segments of society in every part of the country. In other words, the strategy being envisaged should be comprehensive and facilitative with the ultimate goal of tapping the vast potential of India's youth to the maximum possible extent.

CHAPTER 13

AN APPROACH TO IMPLEMENTATION

13.1 Implementation of the recommendations contained in this report would require not only examination and consideration of various aspects like eligibility, pattern of the Preliminary and Main Examinations and the methodology for the Personality Test, but also a great deal of preparatory work and detailed exercises for giving concrete shape to the new "models" being suggested for different stages of the Examination. It may therefore be necessary to draw up a detailed programme for implementation of the revised scheme. The changes recommended on eligibility aspects such as age and number of chances can be implemented immediately with effect from the next examination to be notified after acceptance of the relevant recommendations. Since the Notification for the 2002 Examination would have to be sent to the Press for publication sometime in November this year, there is no possibility for introducing the changes in the scheme before the 2003 Examination – subject of course to the Government's acceptance of our recommendations. Since the UPSC would require one year of preparation after acceptance of the recommendations and since the 2003 Preliminary Examination would be held in May 2003, it should not be beyond the capabilities of the Commission to implement the revised pattern for the Preliminary Examination by that time. A little more time may be required for designing and introducing the three new papers recommended in place of the optional papers for the Main Examination, but it should also be borne in mind that there is a time lag of about five months between the Preliminary and the Main Examination; so the extra time would be available for this purpose even if the changes at both stages of the written examination are introduced in the same year. Besides, the number of question papers required to be set under the new pattern for the Main Examination will also be much less, viz., 22 against 127 as at present. Since the revised scheme envisages the Preliminary Examination as a part of the merit testing process, which will carry some weightage for determining the overall merit, and not just as a screening test, it would be necessary to give effect to recommended changes in both the Preliminary and the Main examinations together and there is no possibility of staggering here.

13.2 As regards the much more elaborate and enhanced testing procedure being recommended for the P.T., it is clear from the detailed discussion on the subject in Chapter

No.9 that the full operation of the revised PT methodology would need elaborate research, development and validation of instruments and setting up of a special cell within the UPSC. It may, however, be possible to be ready with a few simple tests, a GD format and a detailed Personal Information Form (PIF) before the candidates actually come for the Personality Test after qualifying in the Main Examination based on the revised scheme. Since a higher weightage is being recommended by the Committee for Personality test which has been justified on the basis of a more objective and elaborate testing procedure, it would be advisable for the UPSC to be ready to implement the revised methodology for PT also along with the revised pattern for the written examination. Since the PT normally comes after a lapse of 10-11 months of holding the Preliminary examination, it should be possible to introduce all these changes (Preliminary, Main and PT) simultaneously. This plan of implementation would allow about two years' preparation time for the new testing procedures for PT to be designed and tested after final acceptance of the recommendations of this Committee. Since the psychological/group tests etc. would initially not be assigned separate marks but would only serve as an aid to the interview board till such time as the system is fully tested and validated, this should not be a difficult target to achieve.

13.3   As regards training and allocation of services and other post induction issues, the Committee recommends that these be implemented with the first batch of selectees who are sent for induction training based on their success in the Examination conducted under the revised scheme.

Executive Summary

Sl. No.	Conclusion / recommendation	Page Nos.
1.	**Relevance of earlier efforts/ ideas – the Kothari & Satish Chandra Committees** Full benefit of the scheme recommended by the Kothari Committee could not be derived due to partial implementation. However, the ideas and recommendations of the Kothari and Satish Chandra Committees are still relevant and have served as a starting point for the present review.	3-17
2.	**Need for present review** Present review necessitated by changes in administrative environment, liberalisation, globalisation, technological advancements and changing role of the state and the bureaucracy. The third (present) Review Committee was given comprehensive terms of reference aimed at improving the Civil Services Examination scheme, systems and methods as may be required for identifying the best and most suitable persons for appointment to the higher civil services.	18-20
3.	**Methodology** The methodology adopted included formation of Working Groups, data collection and feedback through meetings, visits, questionnaires, special studies and projects, workshops and consultative meetings and inhouse research and analysis.	20-27
4.	**Current perceptions of the Civil Services** The current perceptions of civil services reflect not only strengths like fair recruitment system, networking ("steel frame"), service ethos, facilitative role in development, strengthening democratic -edifice and integrity, but also weaknesses like negative orientation, ruler mindset, decline in professionalism and standards of integrity, low concern for personal growth and formation of deadwood. The feedback shows the need for remedial steps required at the stage of initial recruitment, post-induction training and management of the services.	28-36

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5. Analysis of the existing scheme

A critical analysis of the existing scheme on the basis of defined criteria shows that while intellectual standards have been maintained, the social base of recruitment has widened, the standard of candidates from weaker sections has improved, performance of female candidates is significantly better and the medium policy has resulted in a changing trend in favour of Indian languages. At the same time the predominance of certain academic disciplines and institutions, the phenomenon of "preferred" optional subjects deemed "effective", the enhancement in age and number of changes and impact of other policy instruments pertaining to allocation of services, training etc. have resulted in a perceived failure in identifying the most suitable candidates and a mismatch between the persons selected and the requirements of the job. A study also shows that this Examination carries a very high social cost attributable to its inherent design and methodologies. It also shows that higher age limit/chances add to costs especially for the economically weaker classes.

6. Emerging Perspectives on the Civil Services

Keeping in view the dominating trends in relation to the functioning and requirements of the civil services in the perspective period (which would see withdrawal of the direct role of the state), their role as facilitators, arbitrators and champions of reform, managing land and water issues, assessing requirement in terms of local, national and global rules, technology and public systems and protection of rights for vulnerable groups, as also security concerns, the attributes which need to be consciously looked for at the time of testing at point of entry would include vision, appreciation of emerging scarcities and strengths of civil society to cope with them, technology savviness, networking abilities, rugged professionalism, energy, political and social neutrality, compassion for the under-privileged and a commitment to India as envisioned by its Founding Fathers.

7. Recommendations on eligibility parameters

The statistical data show that there is a wide dispersal across, and density of talent within, both the general as well as reserved categories of candidates in the population and that the bright candidates in all categories are generally able to get through the Examination at a younger age and in fewer attempts. In view of this, the upper age limit should be 26 years for general category (unreserved) candidates, with the usual relaxation of 3 years for OBCs, 5 years for SCs and STs and 10 years for physically handicapped candidates and number of attempts permissible should be three for general category candidates, five for OBC candidates and six for SC and ST candidates and seven for the physically handicapped. Lower age limit to remain at 21 years.

Research shows a positive correlation between higher level of education and performance in the Examination. Therefore, Graduation should continue to be the minimum educational qualification for appearing in Civil Services Examination. No credit need be given for performance in university/college examinations as there is wide variation in terms of academic standards and evaluation criteria among various universities.

8. Recommendations on the Preliminary Examination   99-104

The Preliminary Examination would continue not only as a screening mechanism but also carry 25% weightage in the overall scheme. The Optional subject paper would continue with upgradation and more rigorous testing but the General Studies paper would be replaced by a Civil Services Aptitude Test (CSAT) with emphasis on comprehension, logical reasoning, problem solving, data analysis etc. Negative marking to be introduced.

9. Recommendations on the Main Examination   105-115

For the Main Examination the present scheme of testing in English and one Indian Language should continue and the standard of language testing should be upgraded to a slightly higher level from the existing matriculation level The two papers will include the essay element also which is presently given as a separate paper . The marks of these two papers should be added to the final merit. It is proposed to give 5% weightage i.e 100 out of 2000 marks to each paper. Merit of the candidates from some North-Eastern states who are presently exempted from appearing in the Indian Language Paper, may be determined on the basis of marks obtained in the remaining papers.

In view of the importance of English language in international transactions. only those candidates who secure 50 percent and above marks in English should be allotted to the Indian Foreign service.

The two compulsory General Studies papers and the four optional papers (in two subjects) in the present scheme of Main Examination should be done away with and replaced by three compulsory papers as follows:-

    i) Paper- I   Sustainable Development and Social Justice.

    ii) Paper- II   Science & Technology in Society.

    iii) Paper III   Democratic Governance , Public Systems Management and Human Rights.

Each of these papers will be multi-disciplinary in nature and would carry 300 marks each. Thus they will have a cumulative weightage of 900 out of 2000 (i.e 45%) in the overall scheme of the examination. The papers should be such as to test the interest and the readiness of the candidates to work for society with some understanding of what they will face in their career.

10. Recommendations on Personality Testing

The general attributes based on job profile to be assessed in the PT process were identified and divided into six categories, viz., personality related, motivational aspects, interpersonal skills, intellectual abilities, specific skills and values. It was seen that profiles for different types of services were more or less identical in terms of work requirements; there was no need or possibility of differential assessment in PT for different groups of services.

The existing 30-35 minutes interview should be replaced with an extensive and elaborate testing procedure comprising a Personal Information Form, Psychological Tests (objective, projective and situation tests) and Group Tests followed by an Interview. The revised PT should be given a greater weightage of 20% in the overall scheme (400 marks out of 2000) as against the existing weightage 13.04%. Initially, the findings from the PIF/Psychological Tests/Group Discussion would not carry any marks but only serve as inputs for the interview board for enabling a more objective assessment of personality. After development, testing and validation of the relevant instruments for psychological assessment over a period of 2-3 years, the same could be assigned due weightage as part of the PT. UPSC to have in house facilities for research and development in this area. No minimum qualifying marks recommended for PT.

11. Service allocation at the end of Foundation Course

The revised scheme is designed specifically for meeting the requirements of All India and Group 'A' Central Services – Group 'B'/Secretariat Services not covered in this design; suggested design also not useful for recruitment to CISF, RPF or CBI. Government may take a view on the question of a separate examination for such services.

To enable the selected candidates to make an informed choice of service, the Committee recommends that the candidates may be asked to exercise their service preferences only on completion of the Foundational Course at LBSNAA but allocation would continue to be done on the basis of the original merit list prepared by the UPSC. Service allocation can even be done in an open session so that it is completely transparent.

12. Professionalising Training

Induction training should be fully professionalised and made more rigorous at the end of which a Post Graduate degree in Public Policy and Systems Management be awarded; training institutes to be upgraded to deemed university status and associated with centers of excellence; an Apex body headed by the Cabinet Secretary to be constituted for overseeing the training function in Government. Suggestions on making training a life-long process.

Evaluation during training be given due weightage and restrictions placed on repeated attempts in the same examination for rank improvement by probationers undergoing training. Concurrence of UPSC to be required for confirmation/termination of probation.

13. **Post-Induction Issues**   171-177

Recruitment, training and management of civil services are inter-related. If changes in recruitment and training are to have impact, the management of the services also needs improvement. Suggestions pertaining to compensation/incentive, developing specialization/professionalism, mobility and lateral entry, periodic performance appraisal, stability of tenure, setting up of Civil Service Boards and weeding out/sidelining of deadwood have been made.

14. **Communication Strategy**   178-186

Recognising the existence of an information gap between the Examination and the target group, the committee recommends a communication strategy with the objective of generating greater awareness about the Examination, providing full information on the Examination and the higher civil services and creating a channel for dissemination of materials including study material to all segments of society which would not only inform but also enable the prospective candidates to apply for the Examination, prepare for it and make choices regarding services. This strategy envisages utilisation of a number of Government/semi-Government channels/networks.

LIST OF SERVICES / POSTS INCLUDED IN CIVIL SERVICES EXAMINATION

ALL INDIA SERVICES

1. Indian Administrative Service.
2. Indian Police Service.

CENTRAL SERVICES : GROUP 'A' SERVICES/POSTS

3. Indian Foreign Service.
4. Indian P & T Accounts & Finance Service.
5. Indian Audit and Accounts Service.
6. Indian Customs and Central Excise Service.
7. Indian Defence Accounts Service.
8. Indian Revenue Service.
9. Indian Ordnance Factories Service (Assistant Manager, Non Technical).
10. Indian Postal Service.
11. Indian Civil Accounts Service.
12. Indian Railway Traffic Service.
13. Indian Railway Accounts Service.
14. Indian Railway Personnel Service.
15. Posts of Assistant Security Officer in Railway Protection Force.
16. Indian Defence Estates Service.
17. Indian Information Service (Junior Grade).
18. Indian Trade service.
19. Posts of Assistant Commandant in Central Industrial Security Force.
20. Deputy Superintendent of Police in Central Bureau of Investigation.

GROUP B' SERVICES/POSTS

21. Central Secretariat Service (Section Officers' Grade).
22. Railway Board Secretariat Service (Section Officers' Grade).
23. Armed Forces Headquarters Civil Service. (Assistant Civilian Staff Officer's Grade).
24. Customs Appraisers' Service.
25. The Delhi, Andaman and Nicobar Islands, Lakshadweep, Daman & Diu.and Dadra & Nagar Haveli Civil Service.
26. The Delhi, Andaman and Nicobar Islands, Lakshadweep, Daman & Diu and Dadra & Nagar Haveli Police Service.
27. Pondicherry Civil Service.
28. Pondicherry Police Service.

Details of Working Groups of
Civil Services Examination Review Committee

Name of Working Group / Head of working Group / Dates of Meetings	Members / Experts associated
"Futures and other attributes of civil services" **Prof. Y.K. Alagh** 18.12.2000	Prof. Kuldeep Mathur, Centre for Political Development, JNU, New Delhi Dr. P. Sen, Adviser, Planning Commission, New Delhi
"Experience of NGOs and Government Networking, and Expectations of Interface, and human resource development specialists in industry on methods of recruitment" **Prof. (Ms.) Armaity S. Desai** 22.11.2000	Smt. Vibha Gupta, Centre of Science for Villages,Wardha Ms. Rita Panicker, Butterflies, New Delhi Shri Alok Mukhopadhyay, Chief Executive, VHI, New Delhi Shri Pawan Gupta, Society for Integrated Development of the Himalayas, Mussoorie Shri Subhash Mendhapurkar, SUTRA, Himachal Pradesh Ms. Jerro Billimoria, Childline India Foundation, Mumbai Shri Swaraj Puri, Addl. D.G. Police ,Indore Shri Amod Kant,-Jt. Commissioner of Police New Delhi Shri Ashok Thakur, DDG, CAPART, New Delhi
"Attributes/Profile, Eligibility, Evaluation of Existing Scheme" **Shri Tejendra Khanna** 12.10.2000	Shri M.C. Gupta,Director,IIPA, New Delhi Shri Mahesh Prasad, Former Secretary, Min. of I&B, New Delhi Shri · Nitish Sengupta,IAS(Retd.) and MP(Lok Sabha),New Delhi Shri Montek Singh Ahluwalia, Member, Planning Commission, New Delhi Smt. Kiran Bedi,Joint Commissioner(Trg), Delhi Police, New Delhi
"Examination structure" **Dr. Uddesh Kohli** 18.10.2000, 21.11.2000, 25.1.2001, 1.3.2001, 14.3.2001, 11.4.2001, 20.4.2001, 25.4.2001, 9.5.2001, 21.5.2001, 28.5.2001, 7.6.2001 27.6.2001.	Prof. T.V. Rao, Former Professor, IIM, Ahmedabad Prof. S. Sreenivas Rao,Former Professor, IIM, Ahmedabad Dr. B.P. Khandelwal, Director, NIEPA, New Delhi Dr. Devanath Tirupati, Professor, IIM, Ahmedabad Dr. V. Subramanyan, Former Director (ER), UPSC, New Delhi Dr. Pramod Talgeri, Director, CIEFL, Hyderabad Prof. Tapan Majumdar, Professor Emeritus, School of Social Sciences, New Delhi Dr. D.L. Sheth, Director, CSDS, New Delhi Prof. Mool Chand Sharma, Professor,Faculty of Law, University of Delhi Dr.(Mrs.) S. Taneja, Professor, IGNOU, New Delhi

"Personality Test" **Dr. N.R. Madhava Menon** 22.11.2000, 8.12.2000	Prof. T.V. Rao, Former Professor, IIM Ahmedabad Dr. Udai Pareek,Former Director, IIM Ahmedabad Dr. (Mrs.) Kiran Rao, Addl. Professor, NIMHANS Bangalore Dr. K.A. Kumar, HOD, Dept. of Psychiatiry, Medical Coliage, Trivandrum Prof. Shridhar Sharma, Professor Emeritus, Institute of Human Behavior and Allied Sciences, New Delhi. Prof. Abad Ahmed, Professor, Delhi University New Delhi. Prof. J.K. Mitra, New Delhi.
"Post-Examination selection / training" **Dr. B.P. Mathur** 18.12.2000, 4.1.2001, 23.1.2001 7.2.2001, 1.3.2001, 14.3.2001	Shri Bhupen Chakravarti, Tata Administrative Service, Mumbai Dr. Pritam Singh, Director, IIM, Lucknow Shri B.S. Baswan, Director, LBSNAA, Mussourie Prof. Devi Singh, Director, MDI, Gurgaon Dr. Ashok Chandra, Spl. Secretary, Dpt. of Education, New Delhi
"Communication Strategy" **Shri Som Chaturvedi** 19.12.2000,22.12.2000, 27.12.2000 5.1.2001, 11.1.2001, 12.1.2001 23.1.2001, 6.2.2001, 22.2.2001 10.4.2001	Prof. Mohd. Aslam, Director, IGNOU, New Delhi Shri Rakesh Mohan, Joint Secretary, Min. of I&B, New Delhi Shri Sahib Singh, Director General, DAVP, New Delhi

Note:- The Member Secretary of the Committee participated in all working group discussions / deliberations .

Detailed Questionnaire for Institutions / Eminent persons

Union Public Service Commission
Civil Services Examination Review Committee

Union Public Service Commission have appointed a Committee of experts headed by eminent educationist and economist Prof. Yoginder K. Alagh to review the present scheme of the Civil Services Examination through which the higher civil services are recruited. *(Please refer to Annexure I for details*(Not provided here)). The Committee is now inviting opinion and suggestions on various aspects of the examination from State Governments, Union Territories, Public Service Commissions, select institutions, training academies, cadre controlling authorities, serving and ex-Civil Servants, eminent public personalities, representatives, candidates and probationers, etc.

A questionnaire for this purpose has been drawn up which is given below. The Committee would be grateful if the same is filled up and returned. If the space provided under some columns is not adequate, separate papers may be used and attached. If you desire any part of the reply to be treated as confidential, the same may be indicated. You may please give your name, address, telephone number, e-mail address and designation. For any clarifications or additional information, please contact Deputy Secretary (CSRC) on Telephone No.011-338 8088 or fax 011-338 7310 or e-mail at CSREVIEW@BOL.NET.IN.

The filled in questionnaire may please be returned either by hand or by post to Union Public Service Commission at:-

CSE Review Committee Cell,
Union Public Service Commission,
Dholpur House, Shahjahan Road,
New Delhi-110011.

(The annexures to the questionnaire are for information and better understanding of the issues. A background to the Constitution of the Review Committee, its terms of reference and the names of members is given at Annexure I(Not provided here). *A summary of existing Rules of Civil Services Examination is given at Annexure II*(Not provided here). *A Brief note on the present scheme of Civil Services Examination can be seen at Annexure III*(Not provided here). *These may please be detached before returning the filled-in questionnaire).*

The questionnaire is also available on the UPSC internet website www.upsc.gov.in. The same can be downloaded and the filled-in questionnaire can be sent as an attachment to e-mail to CSREVIEW@BOL.NET.IN by 15th November, 2000.

QUESTIONS
Review of examination and general issues

Whether in your opinion the Union Public Service Commission has been able to recruit candidates with intellectual and moral attributes, competence and social commitment necessary for discharge of functions needed for IAS, IPS, IFS and other higher civil services recruited through the Civil Services Examination?

(i)   Yes   ☐   (ii)   No   ☐

Is it your perception that there is adequate awareness about the Civil Services Examination?

(i)   Yes   ☐   (ii)   No   ☐

The Union Public Service Commission conduct the examination strictly within the framework of the examination rules framed by the Central Government. The objective is to provide equal opportunity for candidates from all parts of the country and sections of society to compete for appointment to the higher civil services on a level playing field. In your opinion, is this objective achieved and if so to what extent?

a) Fully achieved ☐   b) Largely achieved ☐
c) Partially achieved ☐   d) Not achieved ☐

If in your opinion there is a shortfall in the achievement of the above-mentioned objective which aspect of the examination scheme would you hold largely responsible for the same? .

a) The eligibility criteria ☐
b) The structure & methodology of the written examination ☐
c) Interview methodology ☐
d) Service allocation procedures ☐

Please give rating on a scale of 0 to 5 on the following listed qualities required in senior civil servants. Tick the appropriate box.

		0	1	2	3	4	5
1.	Intelligence						
2.	Technical/Professional knowledge						
3.	Communication skills						
4.	Commitment to public service						
5.	Enthusiasm						
6.	Vigour/Energy						
7.	Commitment to Constitutional values						
8.	Secular outlook						
9.	Commitment to work						
10.	Capacity for hard work						
11.	Honesty						
12.	Objectivity, fair play and justice						
13.	Vision						
14.	Grasp/understanding						
15.	Courtesy						
16.	Ability to resist pressure						
17.	Ability to resist temptation (monetary & others)						
18.	Concern for the underdog						
19.	Sensitivity to social issues						
20.	Emotional stability						
21.	Intellectual honesty						
22.	Networking abilities & ability to work in a group						
23.	Capacity to acquire and marshal relevant knowledge to use it for problem solving.						
24.	Openness						
25.	Team building capacity						
26.	Attitude to gender, religion and caste						
27.	Any other (please write)						
28.							
29.							

(a) **Should the basic existing approach to recruitment to the higher civil services, i.e., conducting a written examination followed by an Interview for Personality Test continue?**

        (i)   Yes ☐   (ii)   No ☐

        Please elaborate on your response.

....
....

(b) **Is a combined examination appropriate for recruitment to all superior Civil Services (Non-technical)?**

        (i)   Yes   ☐   (ii)   No   ☐

        Please elaborate on your response.

....
....

(c) **Would you like the examination to be structured to suit functional needs of different services?**

        (i)   Yes   ☐   (ii)   No   ☐

        Please elaborate on your response.

....
....

Eligibility Criteria

The minimum educational qualification required for appearing in the present Civil Services Examination is graduation of a recognised university or equivalent. Should this educational parameter continue?

(i)   Yes   ☐   (ii)   No   ☐

Please elaborate on your response.

....
....

A candidate appearing for the Civil Services Examination must have attained the age of 21 years and must not have attained the age of 30 years as on 1st August of the year of examination (The upper age limit was raised from 28 years to 30 years in 1999). There is relaxation in age of five years for candidates belonging to Scheduled Castes/Tribes, three years for Other Backward Classes and ex-servicemen, and ten years in case of blind, deaf, mute and orthopaedically handicapped persons. In your opinion, what is the appropriate age bracket/range for recruitment to higher Civil Services in view of the suitability of candidates (General Category) for moulding them during training as public servants?

(i)	17 to 19 years	☐	(ii)	18 to 21 years	☐
(iii)	21 to 23 years	☐	(iv)	21 to 24 years	☐
(v)	21 to 25 years	☐	(vi)	21 to 26 years	☐
(vii)	21 to 27 years	☐	(viii)	21 to 28 years	☐
(ix)	21 to 29 years	☐	(x)	21 to 30 years	☐

Should the candidates for higher Civil Services be recruited after 10+2 stage so that they can be better trained and moulded for their professional role?

(i) Yes ☐ (ii) No ☐

A candidate belonging to General category is now allowed to take four attempts at the examination, while for candidates belonging to Scheduled Castes/Tribes there is no limit on the number of attempts. Seven attempts are permissible for Other Backward Classes. What in your opinion should be the appropriate number of attempts permissible for the Civil Services Examination? Please tick in the relevant box for number of attempts

	1	2	3	4	5	6	7	Unlimited
General category								
Scheduled Castes/Tribes								
Other Backward Classes								

Examination Structure
(Details of the existing examination structure are given in Annexure II(Not provided here))

Preliminary Examination

(a) Should the first stage viz. Preliminary Examination continue to be of Objective type as per the present model, i.e., one General Studies paper and one Optional Subject paper out of 23 subjects, for screening of candidates for the Main examination?

(i) Yes ☐ (ii) No ☐

Please elaborate on your response

....
....

(b) Can the paper on General Studies in Civil Service (Preliminary) be substituted by a paper which would test problem solving and analytical capacity of the candidates?

(i) Yes ☐ (ii) No ☐

Please elaborate on your response.

....
....

(c) Should knowledge in one optional subject based on a given UPSC Syllabus based (in turn) on college/university curriculum be tested in this examination?

(i) Yes ☐ (ii) No ☐

Please elaborate on your response.

....
....

Should the marks secured in the Preliminary Examination be counted for ranking?

(i) Yes ☐ (ii) No ☐

Please elaborate on your response.

....
....

(e) Whether negative marking should be introduced for wrong answers in the objective type tests?

(i) Yes ☐   (ii) No ☐

Please elaborate on your response.

....

....

Civil Services (Main) Examination

In the Main Examination, a candidate is required to appear in English and one of the Indian languages to be selected from among the languages included in the 8th Schedule to the Constitution. The marks obtained in these papers are not counted for final merit. The papers on Indian languages and English are of Matriculation or equivalent standard. The remaining papers of the Main Examination of only those candidates will be evaluated who attain minimum qualifying marks in the English and Indian Language papers as may be fixed by the Commission. Do you feel that this procedure should continue?

(i) Yes ☐   (ii) No ☐

Please elaborate on your response.

....

....

A) **(I)** In the Main Examination, there are two compulsory papers in General Studies carrying 300 marks each in which standard of questions is such that a well-educated person is able to answer them without any specialised study. The questions are designed to test a candidate's general awareness of a variety of subjects which will have a relevance for a career in civil services. The topics broadly covered in General Studies are History of Modern India and Indian Culture, Geography of India, Indian Polity, Current National Issues and topics of social relevance, India and the World, Indian Economy, International Affairs & Institutions, Developments in the field of science & technology, communications and space, and Statistical analysis, graphs and diagrams. Do you want more areas of general study to be included?

       (i) Yes ☐   (ii) No ☐

(II) If yes, please list them below:-

      1. _____   2. _____   3. _____

B) **(I)** Do you agree with the existing weightage of General Studies paper (26.1% of overall marks)?

       (i) Yes ☐   (ii) No ☐

(II) If no, what in your opinion would be the appropriate weightage for General Studies papers in the total marks? *

(i)	20% ☐	(ii)	25% ☐	(iii)	30% ☐
(iv)	35% ☐	(v)	40% ☐	(vi)	45% ☐
(vii)	50% ☐	(viii)	55% ☐	(ix)	60% ☐

There is a view that testing in a variety of optional subjects in a competitive examination may not be an ideal method to identify suitable candidates because of the inherently different nature of the subjects. Therefore it is being suggested that the Examination should test only knowledge in general areas by splitting the General Studies syllabus into six papers like (i) History of Modern India and Indian Culture, (ii) Geography of India, (iii) Indian Polity, (iv) Current National Issues and topics of social relevance, India and the World, (v) Indian Economy, International Affairs & Institutions, (vi) Developments in the field of science & technology,

communications and space, and Statistical analysis, graphs and diagrams. This school believes that such a system will provide a fair chance to everyone. Do you agree?

(i)Yes ☐   (ii) No ☐

Please elaborate on your response

....

....

(a). (I) In the Main Examination, a compulsory Essay paper of 200 marks (8 per cent weightage) was introduced from 1993 on the recommendation of Satish Chandra Committee with the objective of testing candidates' linguistic skills besides capacity for comprehension, ability for critical analysis, capacity for integrated thinking, assimilation of ideas and clarity of expression. Do you feel that the essay paper should continue?

(i) Yes ☐   (ii) No ☐

Please elaborate on your response.

....

....

b) (I) Do you consider the weightage of compulsory essay paper adequate?

(i) Yes ☐   (ii) No ☐

(II) Please indicate appropriate weightage for essay paper?

(i) 5% ☐   (ii) 8% ☐   (iii) 10% ☐
(iv) 12% ☐   (v) 14% ☐   (iv) 16% ☐

(c) Since comprehension and analytical expression is tested through essay paper, can the remaining papers of main examination be in the form of objective type or short answers questions instead of conventional long answer papers?

Yes ☐   No ☐

Please elaborate on your response.

....

....

The Main Examination at present with essay type of answers is aimed at assessing cognitive abilities, conceptual and linguistic skills of candidates. Apart from the compulsory papers, a candidate is required to choose two optional subjects (of 600 marks each) from a list of 51 subjects, each carrying two papers. List of subjects can be seen in Annexure II. The papers can be answered in English or any Indian language included in the 8th Schedule to the Constitution.

(a) Do you think that knowledge in two optional subjects should be tested?

(i) Yes ☐   (ii) No ☐

(b) (I) If yes, should the present weightage of 52% for optional subjects continue as of now?

(i) Yes ☐   (ii) No ☐

(II) If no, indicate suitable percentage from options given below.

(i) 20% ☐   (ii) 25% ☐   (iii) 30% ☐
(iv) 35% ☐   (v) 40% ☐   (vi) 45% ☐
(vii) 50% ☐   (viii) 55% ☐   (ix) 60% ☐

Total weightages for all elements of examination should remain within 100%.

(c) Do you consider that the optional subjects provided for in the Preliminary Test and the Main Examination are adequate?

(i) Yes ☐ (ii) No ☐

(d) If you want to add any new subjects or delete any, please indicate in the table below:-

Add Subjects		Delete Subjects	
Preliminary Examination	Main Examination	Preliminary Examination	Main Examination

In view of the diversity of the Main Examination, do you suggest any changes in the examination structure for ensuring greater uniformity in the various competitive elements of the examination with a view to offer a fair chance and level playing field for candidates belonging to diverse academic disciplines?

(i) Yes ☐ (ii) No ☐

Please elaborate on your response.

....
....

The current span of the entire Examination from the date of Preliminary Examination Notification to declaration of final results is eighteen months. What are your views on reducing the examination cycle. Please give your views on a separate paper.

Personality Testing

Candidates who are successful in the Main Examination are called for Interview for Personality Tests (For details please see Annexure II). Do you think the present method of interviewing a candidate for the combined Civil Service Examination is satisfactory?

(i) Yes ☐ (ii) No ☐

Please elaborate on your response

....
....

Do you recommend introduction of the following to supplement the present scheme of interview test to ensure more structured assessment of personality?

a) Group Discussion

(i) Yes ☐ (ii) No ☐

b) Psychological Tests

(i) Yes ☐ (ii) No ☐

c) Aptitude Tests

(i) Yes ☐ (ii) No ☐

If yes to any one or more of above, please suggest appropriate tests and institutions having experience in conducting such tests.

....
....

21. In the current scheme of examination, the interview carries 300 marks. In order to identify suitable candidates, would you suggest minimum qualifying marks for either the Interview or for other components of a structured personality test?

        (i)   Yes   ☐   (ii)   No   ☐

        If yes, please elaborate.

        ....

        ....

22. What in your opinion is the suitable weightage for Personality Test in the overall marks?*

        (i)   <10% ☐   (ii)   10% ☐   (iii)   15% ☐

        (iv)   20% ☐   (v)   30% ☐   (vi)   >30% ☐

23. It has been observed that some candidates allocated to IPS and other uniformed services find it difficult to cope with the rigorous outdoor physical training. Should physical testing of candidates such as walking test or other physical/endurance tests be introduced keeping in view the special needs of these services?

        (i)   Yes   ☐   (ii)   No   ☐

24. Do you suggest introduction of any aptitude tests for a service or group of services also?

        (i)   Yes   ☐   (ii)   No   ☐

        Please elaborate on your response.

        ....

        ....

Service allocation and training

25. Whether with a common main written examination as at present, differential assessment of candidates through personality testing can be a viable mechanism towards achieving a closer match between the selected candidate and the job requirements of a particular service?

        (i)   Yes   ☐   (ii)   No   ☐

        Please elaborate on your response

        ....

        ....

Should the service allocation of candidates recommended for appointment continue to be made strictly on merit and order of preference as at present or any other method be adopted? Tick the relevant box below:

a)   Present method of service allocation satisfactory   ☐

b)   Besides merit & preference, service allocation should also take into account suitability of candidates for particular type of job.   ☐

c)   Service allocation should be done after Ist phase of training (Foundation course)   ☐

If your response is (b), what method you suggest, please elaborate

        ....

        ....

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*r all elements of examination should remain within 100%.

27. Do you suggest modifications to service allocation procedures to ensure that a candidate makes an informed choice based on fuller information provided on the role and career prospects of different services and the nature of duties to be performed by officers at various levels, to be provided through counselling at the appropriate stage?

(i) Yes ☐   (ii) No ☐

Please elaborate your response.

....

....

28. Given the important role of training in ensuing era, would you recommend that a candidate's performance during training should be counted for final ranking?

(i) Yes ☐   (ii) No ☐

29. Should UPSC be associated in assessing performance of candidates in the training institutes before the fixation of final seniority/final service allocation?

(i) Yes ☐   (ii) No ☐

Please elaborate on your response.

....

....

Signature _____

Date: Name and Address _____

_____

Tele No. *_____

Email: *_____

*Optiona

Questionnaire for General Public

Union Public Service Commission
Civil Services Examination Review Committee

Union Public Service Commission have appointed a Committee of experts headed by eminent educationist and economist Prof. Yoginder K. Alagh to review the present scheme of Civil Services Examination. The Committee is now inviting opinion and suggestions from the general public on the examination scheme.

The committee would be grateful if the following questionnaire is filled up and returned to Union Public Service Commission by post to:

CSE Review Committee Cell,
Union Public Service Commission,
Dholpur House, Shahjahan Road,
New Delhi-110011.

If you wish to make comments or suggestions on any aspect of the Civil Services Examination, you may write them on a separate paper and attach with this. The questionnaire is also available on the UPSC website (www.upsc.gov.in). The same can be downloaded and the filled-in questionnaire can be sent as an attachment to e-mail to CSREVIEW@BOL.NET.IN by 15th November, 2000.

A separate detailed questionnaire on the examination has been issued to public representatives, State Public Service Commissions, training academies, select institutions and cadre controlling authorities, etc. If you desire to obtain a copy of the same, please write at the above mentioned address. This questionnaire is also available on UPSC website.

Questionnaire

1. Are you aware that an examination called the Civil Services Examination is conducted by the Union Public Service Commission for recruitment of officers who hold higher positions in Central and State Governments, such as District Administration, Police Administration, Foreign Service/Customs/Railways/Postal Services, Income Tax/Accounts etc.?

   a)   Yes   ☐   b)   No   ☐

2. If yes, what is your source of information about the Civil Services Examination (tickmark one or more)?

   a)   Daily newspapers   ☐   b)   Employment News/Rozgar Samachar   ☐
   c)   Radio/TV   ☐   d)   Parents/Friends/Teachers/Colleagues   ☐

3. At present, Union Public Service Commission publishes a detailed notice of the Civil Services Examination in Employment News/Rozgar Samachar, UPSC's Website and a short notice in daily newspapers all over the country. In your opinion is this sufficient or is wider publicity necessary over Radio/T.V/other Electronic media?

a) Yes ☐ b) No ☐

4. Is the UPSC common application form required for applying for the Civil Services (Preliminary) Examination easily available in post offices in your area/region?

a) Yes ☐ b) No ☐

5. The Union Public Service Commission conduct the examination strictly within the framework of the examination rules framed by the Central Government. The objective is to provide equal opportunity to candidates from all parts of the country and sections of society to compete for appointment to the higher civil services on a level playing field. In your opinion, is this objective achieved and if so to what extent?

a) Fully achieved ☐ b) Largely achieved ☐
c) Partially achieved ☐ d) Not achieved ☐

6. If in your opinion there is a shortfall in the achievement of the above-mentioned objective which aspect of the examination scheme would you hold largely responsible for the same?

a) The eligibility criteria ☐
b) The structure & methodology of the written examination ☐
c) Interview methodology ☐
d) Service allocation procedures ☐
Any other (write here) ....

7. What are the reasons for candidates choosing Civil Services as a career? Tick mark one or more?

a) Public Service . ☐ b) Prestige and honour ☐
c) Job Security ☐ d) Job satisfaction ☐
e) Better pay and allowances ☐ f) Challenging work ☐
g) Selfish reasons ☐
h) Any other (list them)

(i) _____ (ii) _____

(iii) _____ (iv) _____

8. List out desirable qualities in Civil Servants in order of priority and in percentage terms or in the proportion in which they display these qualities?

Qualities	Percentage/proportion
_____	_____
_____	_____
_____	_____
_____	_____

What is your opinion on the suitability, in general, of people selected to the higher Civil Services through the Civil Services Examination?

a) Of required calibre ☐ b) Of less than required calibre ☐
c) Unsuited for the job ☐

If you have any more suggestions on any of the above item or on any other aspect of the Civil Services Examination, you may please write them on a separate paper and attach with this questionnaire.

10. What should be the minimum educational qualification for appearing in the Civil Services Examination?

a) 10+2 ☐ b) Graduate ☐ c) Post-Graduate ☐

11. What in your opinion is the ideal age bracket for recruitment to higher Civil Services for general category candidates?

a) 18-21 years ☐ b) 21-25 years ☐
c) 21-28 years ☐ d) 21-30 years ☐

12. How many times should a general category candidate be permitted to take the examination?

a) Once ☐ b) Twice ☐
c) Thrice ☐ d) Four times ☐
e) Unlimited (subject to age limit) ☐

13. Should knowledge in optional subjects based on college/university curriculum be tested in this examination?

a) Yes ☐ b) No ☐

If yes, what should be the level of syllabus? If your response is no, give comments.

14. Should the service allocation of candidates recommended for appointment continue to be made strictly on merit and order of preference as at present or any other method should be adopted? Tick the relevant box below:

a) Present method of service allocation satisfactory ☐

b) Besides merit &•preference, service allocation should also take into account suitability of candidates for particular type of job. ☐

c) Service allocation to be made after first phase of training (Foundation Course) ☐

15. (A) In the Civil Services Examination, should there be only Written Test or Written Test followed by an Interview for Personality Test?

a) Only written test ☐ b) Written test followed by Interview for Personality Test ☐

(B) If you endorse inclusion of Personality Test, whether higher marks should be allotted for Personality Test (present weightage of Personality Test marks to the total marks is 13 per cent)?

a) Yes ☐ b) No ☐

(C) Do you feel there should be minimum qualifying marks in Personality Test?

a) Yes ☐ b) No ☐

Signature_____ *

Date: ....
Name   and
Address_____ *

*- optional

Questionnaire on Communication Strategy

Union Public Service Commission
Civil Services Examination Review Committee

Union Public Service Commission have appointed a Working Group to suggest communication strategy to create desired awareness among the aspirants for the Civil Services Examination in order to reach the unreached and ensure their participation in this Examination.

In order to achieve this objective, the Working Group has developed the following questionnaire for ascertaining views of potential candidates. We would like to request you to fill up the questionnaire and return not later than 22nd January, 2001.

We will greatly appreciate your endeavour.

Questionnaire

1. What career do you propose to pursue after completion of your studies?

    a) Civil Services ☐   b) Research ☐

    c) Technical ☐   d) Professional ☐

    e) Any other (please specify): _____

2. If you are not interested in civil services, please give reasons for the same.

    _____

3. (A) Do you know about All India and Central Services?

    a) Yes ☐   b) No ☐

    (B) If yes:

    (a) Please name them.

    _____

    (b) Indicate your preference for these services with reasons.

    _____

4. (A) Do you know about the Civil Services Examination conducted by the Union Public Service Commission?

    a) Yes ☐   b) No ☐

    (B) If yes, state what you know about it.

    _____

    _____

5. What is the eligibility criteria required to take up these exams?

    (a) Qualification _____

    (b) Age _____

    (c) Any other _____

6. If you think these exams are difficult or unachievable, is it due to (please tick the relevant box)

    a) lack of educational facilities ☐

    b) lack of adequate knowledge about exams ☐

    c) language barrier ☐

    d) high standard of examination ☐

    e) any other reason (Please specify): _____

7. (A) Do you know the procedure for applying for these exams?

a) Yes ☐   b) No ☐

(B) Is the procedure difficult or cumbersome?

a) Yes ☐   b) No ☐

(C) If yes, please explain the difficulties and how they can be overcome.

_____

_____

8. (A) At what age and from which source did you first learn about these exams?

Age: _____

Source: _____

(B) Was the information received from the above source adequate?

a) Yes ☐   b) No ☐

(C) If not, what type of information would you require? Please specify

_____

_____

(D) From your point of view, which is the most convenient source for such information?

a) Radio ☐   b) Television ☐

c) Newspaper ☐   d) Press ☐

e) Any other (please specify): _____

9. In your opinion, what is the most effective way of informing the prospective candidates regarding the civil services exam?

_____

_____

10. (A) Do you think some sort of counselling or coaching will help under-privileged and deprived sections of the society doing better in these exams?

a) Yes ☐   b) No ☐

(B) If yes, what sort of institutional arrangement will help? Please specify.

_____

_____

11. Any other suggestions or comments you may have to improve communication and dissemination of information about the civil services examination?

_____

_____

Date: ....

Signature_____ *

Name and Address_____ •

_____

Profession_____

Age:_____

* optional

Questionnaire on Social Cost of CSE administered by Zakir Husain Centre for Educational Studies, JNU

This questionnaire has been designed to get the information for making recommendations to the Civil Services Examination Review Committee which is looking into the structure and pattern of the examination for suggesting changes. The purpose is to look into the optimality of spending of resources for meeting the requirements of the examination in general. The effect of the preparation for Civil Services Examination on the quality of education/research pursued by students and the wastage or misallocation of resources (i.e. expenditure – both public and private, time and effort) will also be looked into in particular. Respondents are requested to give correct information to the best of their knowledge and belief. Complete sincerity is expected from the respondents in answering the questions, keeping in view particularly the fact that this is an opportunity to communicate to the policy makers (a) the difficulties faced by the examinees and (b) the suggestions that the young citizens might have for making both the Civil Services selection process and higher education system in the country better suited to the needs of the future generations. The responses will be kept anonymous and full confidentiality will be maintained.

INTERVIEW SCHEDULE (QUESTIONNAIRE) FOR JNU

PART - I

1. Name (optional): _____
2. Sex: F/M
3. (i) Date of Birth :

D	D	M	M	Y	Y

    (ii) Age as on 1st August 2001   (completed years)_____
4. Marital Status: Married/Unmarried
5. Category: Gen./SC/ST/OBC/Others
6. Parents' Background: Rural/Urban/Metropolitan
7. Father's Occupation (please specify): _____
8. Family Income (monthly)
    (a) Below Rs. 5,000/- p.m.
    (b) Rs. 5,000/- to Rs. 10,000/- p.m.
    (c) Rs. 10,000/- to Rs. 20,000/- p.m.
    (d) Rs. 20,000/- to Rs. 50,000/- p.m.
    (e) Rs. 50,000/- and above

9. (a) (i) Course being pursued at present: M.A./M.Phil./Ph.D.

    (ii) Subject: _____

    (iii) Year of Admission _____

    (b) (i) Course completed _____

    (ii) Subject _____

    (iii) Year of completion _____

10. Total number of earning members in the family (include yourself in case you are getting scholarship) _____

11. Educational Background:

Degree	Board / Institute/ University	Year	Subjects offered	Medium of instruction	Class/ Grade
Intermediate					
Graduation					
Post-Graduation					
M.Phil.					
Any other (specify)					

PART - II

1. Are you getting any scholarship/financial support?　　　　Yes / No

    (a) (i) If yes, what is the source?

        (I)　　UGC-JRF

        (II)　　ICSSR

        (III)　　Any other (specify) _____

    (ii) Since when are you getting scholarship? _____

    (b) If you are not getting any scholarship?

        (i) Are you preparing for JRF?　　　　Yes / No

        If yes, how many hours in a day (approximately) do you prepare for JRF? _____

        (ii) What motivated you for the preparation of JRF? [please tick / specify the appropriate option(s)]

            (I)　　Matter of prestige

            (II)　　Monetary Independence

            (III)　　For research/scholarship

            (IV)　　For lectureship

            (V)　　Any other (please specify)

2. (a) Are you doing any part time / full time job ?　　　　Yes / No

    If yes, what is your approximate monthly income? (please tick on the appropriate option).

        (i)　　Below Rs. 5,000/- per month.

        (ii)　　Rs. 5,000/ - Rs. 10,000/- per month

        (iii)　　Above Rs.10,000/- per month.

3 (a) Have you ever declined the offer of a job?　　　　Yes / No?

    (b) If yes, please give details:

        (i)　　The job was through UPSC / non UPSC (please specify)_____

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        (ii)   Year of the selection_____

        (iii) Total salary (per month)_____

        (iv) Reasons for declining the offer_____

    (c) If got selected but did not join so far please give details:

        (i)   Job is related to UPSC / PCS / non Civil Services (please specify)_____

        (i)   Year of selection (please mention the date when you were to join).

        (iii) Salary per month including other benefits_____

        (iv) Reason(s) for not joining the job _____

4.   (a) How much money on an average do you spend in a month?

        (i) Less than Rs. 3,000/-

        (ii) Rs. 3,000/- Rs. 5,000/-

        (iii) Rs. 5,000/- and above.

    (b) What is /are the source(s) of finance to you?

        (i) Parents

        (ii) Job

        (iii) Scholarship

5.   (a) Did you ever appear/are you appearing in Civil Services Examination?

                                    Yes / No

    (b) If yes, since when are you preparing for Civil Services Examination? _____

    (c) How many attempts of CSE have you already taken and what was your performance in these attempts? (please tick in the appropriate box)

No. of Attempts	Qualified Prelims	Qualified Mains	Finally Selected
I			
II			
III			
IV			
V or more (specify)			

    (d) Appearing for the first time in Civil Services Examination_____

(6)   (a) What is/was your major stream / parent subject (at PG level)? _____

    (b) What are/were your optionals in Civil Services Examination?

        (i) _____

        (ii) _____

    (c) Reason(s) for switching over from the main stream / parent subject:

        (i)   Higher success rate

        (ii)   Availability of study material

        (iii) Parent's/mentor's choice

        (iv) Co-operation of friends

        (v)   Difficulty level of parent subject

        (vi) Any other (please specify)_____

7.   (a) Are you taking/have taken any coaching to prepare for Civil Services Examination?

                                      Yes/No

(b) If yes, for which stage(s) of Civil Services Examination coaching is/has been taken? (please mention the number of hours per week and the number of months in appropriate boxes)

Stages / Subjects	Preliminary exam (No. of hours per week + No. of months)	Main exam (No.of hours per week + No. of months)	Interview (No. of hours per week + No. of months)
Optional 1			
Optional 2			
General Studies			
Total			

(c) How much money (approximately) are you spending / have spent on coaching?

(i) Coaching fees only : Rs._____

(ii) Other expenses (e.g. travelling expenses, books, etc.): Rs._____

8.   (a) How much time do you devote in self-preparation for Civil Service Examination? (in a day)

     (i)   less than 5 hours

     (ii)   5-10 hours

     (iii)   more than 10 hours

   (b) If you are not taking any coaching, how much money do you spend (per month) for the preparation of CSE (e.g. on books, magazines, photo-state etc.) _____

9.   What induced you to prepare for Civil Services Examination?

    (a) Family

    (b) Friends

    (c) Prospects of higher monetary return/power

    (d) Social status involved

    (e) Personal choice

    (f) Any other (please specify)

10.   (a) Do you think that a person, who is doing research /getting higher education and also preparing for Civil Services Examination as well as other examinations simultaneously can do full justice to his/her research/ education?   Yes/No

    (b) If yes, what is your justification _____

    (c) If no,

       (i) To what extent the preparation for CSE can adversely affect the research / education _____

       (ii) Vice-versa? _____

11.   (a) Do you think that you can do full justice to your research/education while preparing for Civil Services Examination?   Yes/No

    (b) If yes, what is your justification?_____

    (c) If no, to what extent your research/education is getting adversely affected by your preparation for Civil Services Examination? (please state in terms of percentage) _____

12. If you had not appeared in Civil Services Examination, how much money you could have earned during that period? (please specify)

Rs. (per month) _____

13. If you do not get through Civil Service Examination, what other option(s) do you have open before you?_____

14. If you do not get through Civil Services Examination, how much money will go waste?

(a) Expenses made for the preparation (e.g. books, coaching etc.): Rs. _____

(b) Opportunity cost (value of lost time in monetary terms).

(i) Per attempt : Rs._____ (ii) Aggregate : Rs._____

15. (a) What do you think about a person who is getting fellowship for pursuing research but simultaneously preparing for some other competitive examination(s)? Is it a wastage of public money?   Yes/No

(b) If yes, what according to you is responsible for this wastage? (please mention clearly)

   (i) No career-counselling at school level.

   (ii) Significantly large number of examinees reduce the probability of each one's success in CSE.

   (iii) Large number of attempts allowed in CSE delays other career choice.

   (iv) The three stage selection process stretched over a very long period of time (one year between call for application and declaration of final result).

   (v) Lack of expected/appropriate employment opportunities available after completing higher education.

   (vi) Any other (please specify)_____

(c) If no, how? (please elaborate your argument) _____

(d) What according to you is the way out for minimizing this wastage?

16. What do you think about:

(a) a possibility that students leaving their research/education midway because of getting selection in Civil Services Examination should be asked to compensate the higher education sector by paying back the subsidy consumed by them. This compensation can be used in creating a corpus fund which will be used for the improvement of higher education sector infrastructure, increasing the number of seats and the number of fellowships in universities?

_____

(b) a related possibility that in return, such students would be given certificates of participation in higher education and also in higher education development by paying back the subsidies.

_____

17. Are you preparing for any other exam?

(a) PCS

(b) CDS

(c) Bank P.O.

(d) GRE

(e) Any other (please specify)_____

18. **Why have you given up the idea of appearing in CSE?**
    a) Availability of job opportunities in MNCs.
    b) Got selected somewhere else.
    c) To continue with full time research only
    d) Any other (please specify)_____

Your suggestion to the Civil Services Examination Review Committee:
1._____
2._____
3._____
4._____

Will you be willing to respond to any subsequent questionnaire/interview that may follow this one.   Yes / No

Thanking you for your cooperation.

INTERVIEW SCHEDULE (QUESTIONNAIRE) FOR
INDIANINSTITUTE OF TECHNOLOGY, DELHI

PART - I

1. Name (optional): _____

2. Sex :   F/M

3. (i) Date of Birth :

D	D	M	M	Y	Y

    (ii) Age as on 1st August 2001   (completed years)_____

4. Marital Status : Married/Unmarried

5. Category : Gen./SC/ST/OBC/Others

6. Parents' Background : Rural/Urban/Metropolitan

7. Father's Occupation (please specify): _____

8. Family Income (monthly)

    (a) Below Rs. 5,000/- p.m.

    (b) Rs. 5,000/- to Rs. 10,000/- p.m.

    (c) Rs. 10,000/- to Rs. 20,000/- p.m.

    (d) Rs. 20,000/- to Rs. 50,000/- p.m.

    (e) Rs. 50,000/- and above

9. (a) (i) Course being pursued at present: I) Graduation (B.Tech./B.E.)
                                                  II) P.G. (M.Tech. / M.E.)
                                                  III) Ph. D.

    (ii) Subject : _____

    (iii) Year of Admission _____

    (b) (i) Course completed _____

    (ii) Subject_____

    (iii) Year of completion_____

10. Total number of earning members in the family (include yourself in case you are getting scholarship) _____

11. Educational Background:

Degree	Board / Institute/ University	Year	Subjects offered	Medium of instruction	Class/ Grade
Intermediate					
Graduation (B.Tech./B.E.)					
P. G. (M.Tech./M.E.)					
Ph. D.					
Any other (specify)					

PART – II

1. (a) Are you getting any scholarship/financial support?   Yes / No
    (i) If yes, what is the source?(please specify)_____
    (ii) Since when you are getting scholarship? _____
  (b) If you are not getting any scholarship?
    (i) Are you trying for any scholarship?   Yes / No
    If yes, how many hours in a day (approximately) do you prepare for such scholarship? _____
    (ii) What motivated you for the admission into IIT? [please tick / specify the appropriate option(s)]
      (I)   Matter of prestige
      (II)   Monetary Independence
      (III) For research
      (IV) Going abroad
      (V)   MNC's Job
      (VI) Any other (please specify)_____

2. (a) Are you doing any part time / full time job ?   Yes / No
  (b) If yes, what is your approximate monthly income? (please tick on the appropriate option).
    (i)   Below Rs. 5,000/- per month.
    (ii)   Rs. 5,000/ - Rs. 10,000/- per month
    (iii) Above Rs.10,000/- per month.

3 (a) Have you ever declined the offer of a job?   Yes / No?
  (b) If yes, please give details::
    (i)   The job was through UPSC / non UPSC (please specify)_____
    (ii)   Year of the selection_____
    (iii) Total salary (per month)_____
    (iv) Reasons for declining the offer_____

(c) If got selected but did not join so far please give details:

 (j) Job is related to UPSC / PCS / non Civil Services (please specify)_____

 (ii) Year of selection (please mention the date when you were to join).

 (iii) Salary per month including other benefits_____

 (iv) Reason(s) for not joining the job _____

4. (a) How much money on an average do you spend in a month?

 (i) Less than Rs. 3,000/-

 (ii) Rs. 3,000/- Rs. 5,000/-

 (iii) Rs. 5,000/- and above.

 (b) What is /are the source(s) of finance to you?

 (i) Parents

 (ii) Job

 (iii) Scholarship

5. (a) Did you ever appear/are you appearing in Civil Services Examination?

   Yes / No

(b) If yes, since when are you preparing for Civil Services Examination? _____

(c) How many attempts of CSE have you already taken and what was your performance in these attempts? (please tick in the appropriate box)

No. of Attempts	Qualified Prelims	Qualified Mains	Finally Selected
I			
II			
III			
IV			
V or more (specify)			

(d) Appearing for the first time in Civil Services Examination_____

(6) (a) What is/was your major stream / parent subject? _____

(b) What are/were your optionals in Civil Services Examination?

 (i) _____ (ii) _____

(c) Reason(s) for switching over from the main stream / parent subject:

 (i) Higher success rate

 (ii) Availability of study material

 (iii) Parent's/mentor's choice

 (iv) Co-operation of friends

 (v) Difficulty level of parent subject _____

 (vi) Any other (please specify)_____

7. (a) Are you taking/have taken any coaching to prepare for Civil Services Examination? Yes/No

(b) If yes, for which stage(s) of Civil Services Examination coaching is/has been taken? (please mention the number of hours per week and the number of months in appropriate boxes)

Stages / Subjects	Preliminary exam (No. of hours per week + No. of months)	Main exam (No.of hours per week + No. of months)	Interview (No. of hours per week + No. of months)
Optional 1			
Optional 2			
General Studies			
Total			

(c) How much money (approximately) are you spending / have spent on coaching?

(j) Coaching fees only : Rs._____

(ii) Other expenses (e.g. travelling expenses, books, etc.): Rs._____

8. (a) How much time do you devote in self-preparation for Civil Service Examination? (in a day)

    (i) less than 5 hours   (ii) 5-10 hours   (iii) more than 10 hours

  (b) If you are not taking any coaching, how much money do you spend (per month) for the preparation of CSE (e.g. on books, magazines, photo-state etc.)

    _____

9. What induced you to prepare for Civil Services Examination?

    (a) Family

    (b) Friends

    (c) Prospects of higher monetary return/power

    (d) Social status involved

    (e) Personal choice

    (f) Any other (please specify)

10. (a) Do you think that a person, who is doing research /getting higher education and also preparing for Civil Services Examination as well as other examinations simultaneously can do full justice to his/her research/education?

                                        Yes/No

  (b) If yes, what is your justification _____

  (c) If no,

    (i) To what extent the preparation for CSE can adversely affect the research / education _____

    (ii) Vice-versa? _____

11. (a) Do you think that you can do full justice to your research/education while preparing for Civil Services Examination?   Yes/No

  (b) If yes, what is your justification?_____

  (c) If no, to what extent your research/education is getting adversely affected by your preparation for Civil Services Examination? (please state in terms of percentage) _____

12. If you had not appeared in Civil Services Examination, how much money you could have earned during that period? (please specify)

    Rs. (per month) _____

13. If you do not get through Civil Service Examination, what other option(s) do you have open before you?_____

14. If you do not get through Civil Services Examination, how much money will go waste?

    (a) Expenses made for the preparation (e.g. books, coaching etc.): Rs. _____

    (b) Opportunity cost (value of lost time in monetary terms).

        (i) Per attempt : Rs._____ (ii) Aggregate : Rs._____

15. (a) What do you think about a person who is getting subsidised technical education but also preparing for Civil Services? Is it a wastage of public money?   Yes/No

(b) If yes, what according to you is responsible for this wastage? (please mention clearly)

(i) No career-counselling at school level.

(ii) Significantly large number of examinees reduce the probability of each one's success in CSE.

(iii) Large number of attempts allowed in CSE delays other career choice.

(iv) The three stage selection process stretched over a very long period of time (one year between call for application and declaration of final result).

(v) Lack of expected/appropriate employment opportunities available after completing higher education.

(vi) Any other (please specify)_____

(c) If no, how? (please elaborate your argument) _____

(d) What according to you is the way out for minimizing this wastage?_____

16. What do you think about:

(a) a possibility that students leaving their technical specialisation because of getting selection in Civil Services examination should be asked to compensate the higher education sector by paying back the subsidy consumed by them. _____

(b) a related possibility that in return, such students would be given certificates of participation in higher education and also in higher education development by paying back the subsidies.

(c) a possibility of reducing the eligibility criterion for technical students to three years of education from the present eligibility of graduation (4 years) so as to make it (i) less wasteful (ii) non-discriminatory vis-à-vis general education. _____

17. Are you preparing for any other exam?

(a) IES

(b) PCS

(c) Bank P.O.

(d) GRE

(e) Any other (please specify)_____

18. Why have you given up the idea of appearing in CSE?

(a) Availability of job opportunities in MNCs.

(b) Got selected somewhere else.

(c) To continue with full time research only

(d) Any other (please specify)_____

Your suggestion to the Civil Services Examination Review Committee:

1._____

2._____

3._____

Will you be willing to respond to any subsequent questionnaire/interview that may follow this one.

Yes / No

Thanking you for your cooperation.

Dates of Committee Meetings

Dates	Venue
August 4, 2000	Union Public Service Commission
August 17, 2000	---- do----
August 29, 2000	---- do----
September 19-20, 2000	On 19th at Union Public Service Commission & on 20th at Faridabad
October 21-23, 2000	Lal Bahadur Shastri National Academy of Administration, Mussoorie
November 6-7, 2000	Mumbai
November 15-16, 2000	Union Public Service Commission
November 27, 2000	---- do----
December 13-14, 2000	Hyderabad
February, 12-13, 2001	Union Public Service Commission
March 7-9, 2001	---- do----
March 29-30, 2001	---- do----
April 16-17, 2001	---- do----
April 26-27, 2001	---- do----
May 10-11,2001	---- do----
May 21-22, 2001	---- do----
May 29-30, 2001	---- do----
June 14-15, 2001	Kolkata
August 1-3, 2001	Union Public Service Commission
August 9-10, 2001	---- do----
August 16-17, 2001	---- do----
August 27, 2001	---- do----
September 17-18, 2001	---- do----

Interaction with Institutions

Sl. No.	Institute	Place
1	**National Institute of Financial Management(NIFM)** ➤ Shri S.K. Ghosh, Associate Professor	Faridabad
2	**Lal Bahadur Shastri National Academy of Administration (LBSNAA)** ➤ Shri B.S. Baswan, Director ➤ Shri Wajahat Habibullah, OSD ➤ Shri Binod Kumar, Joint Director ➤ Mrs. Manisha Shridhar, Dy. Director(Sr.) ➤ Shri Tarun Shridhar, Dy. Director(Sr.) ➤ Shri Sanjeev Chopra, Dy. Director(Sr.) ➤ Shri M.H. Khan Dy. Director (Sr.) ➤ Shri Chandan Sinha, Dy. Director(Sr.) ➤ Mrs. Geetha Mishra, Dy. Director(Sr.)	Mussoorie
3	**Sardar Vallabh Bhai Patel National Police Academy(SVPNPA)** ➤ Shri P.V. Rajagopal, Director ➤ Shri P.S.V. Prasad, Additional Director ➤ Shri M.Mahendar Reddy, Deputy Director ➤ Shri Ashok Dohari, Deputy Director ➤ Shri Girdhari Nayak, Deputy Director ➤ Shri G.U.G. Sastry, Assistant Director ➤ Shri S.N. Pradhan, Assistant Director ➤ Shri P.R.K. Naidu, Assistant Director ➤ Shri G.A. Kaleem, Assistant Director ➤ Dr. A.K. Bapuly, Assistant Director ➤ Shri D.P. Mishra, Assistant Director ➤ Shri Atul Karwal, Assistant Director ➤ Shri Aditya Mishra, Assistant Director ➤ Shri Ajay Bhatnagar, Assistant Director ➤ Smt. Renuka Mishra, Assistant Director	Hyderabad
4	**National Institute of Rural Development (NIRD)** ➤ Shri R.C. Chowdhury, Director General	Hyderabad
5	**Administrative Staff College of India (ASCI)** ➤ Shri T.L. Shankar, Director	Hyderabad
6	**Indian Institute of Management** ➤ Dr. Amitava Bose, Director ➤ Prof. D. Bhattacharya ➤ Prof. Annapurna Shaw ➤ Prof. Sumit ➤ Prof. A. Sen ➤ Prof. M. Pal ➤ Prof. Ganguly ➤ Prof. Ashish Chatterjee ➤ Prof. Amitabh Bagchi ➤ Prof. P. Sen ➤ Prof. Reema Chatterjee ➤ Prof. A Sen ➤ Prof. J. Bandopadhyaya ➤ Prof. S. Khanna	Kolkata

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Interactions held with Individuals
(in Alphabetical order)

- Shri A.K. Srivastava, Railway Staff College, Vadodara
- Shri A.N. Das, Collector, Warangal, Andhra Pradesh
- Shri A.N.D. Haksar, former Additional Secretary, M/o External Affairs, Govt. of India
- Dr. A.P. Mukherjee, Former CBI Director and Special Secretary, Govt. of India
- Dr. A.P.J. Abdul Kalam, Principal Scientific Advisor to the Government of India.
- Shri Aditya Kumar, Director, National Institute of Defence Estate & Management, New Delhi
- Shri Ajay Seth, Deputy Secretary, Department of Expenditure, Govt. of India
- Shri Alex Emmanuel, Vice President (HR), Tata Liebert Ltd.
- Shri Amit Mitra, Secretary General, FICCI
- Shri Anil Mukim, D.M. Vadodara
- Dr. Arvind Virmani, Senior Economic Advisor, Deptt. Of Economic Affairs, M/o Finance.
- Miss Arundhati Ghose, Hon. Member, UPSC
- Shri Arun Kumar, Deputy Secretary General, ASSOCHAM.
- Dr. Ashim Dasgupta, Finance Minister, Govt. of West Bengal
- Shri Ashok Patnayak, Principal Secretary, Food Processing, Govt. of West Bengal
- Prof. Ashwini Ray, Centre for Political Studies, JNU.
- Shri Asutosh Joshi, IAAS, DAG, Shimla
- Shri Awdhesh Krishna, General Manager (HRD), Godrej-GE Appliances Ltd.
- Shri B. Rajendra, D.C., Dhanbad, Bihar
- Shri B.P. Srivastava, D.G., Customs and Excise Academy, Faridabad
- Shri B.P. Verma, Chairman, Central Board of Excise and Customs.
- Shri B.P.R. Vitthal, former Secretary, Government of India
- Shri Balasaheb Vikhe Patil, Union Minister of State (Revenue, Insurance and Banking)
- Shri Barun Kumar Ray, IAS, Additional District Magistrate, South 24 Parganas
- Shri Bhaskar Ghose, former Secretary, Ministry of I & B. Government of India.
- Shri Bhupen Chakraborty, Tata Administrative Services, Mumbai
- Dr. Bimal Jalan, Governor, Reserve Bank of India
- Shri C. Rangarajan, H.E. Governor of Andhra Pradesh
- Shri C.K. Gandhi Rajan, DIG (training), Police Training College, Tamilnadu
- Shri C.R. Irani, Editor in Chief, The Statesman, Kolkatta
- Shri C.S.R. Reddy, DIG, Punjab Vigilance Bureau
- Shri C.V. Padmanabhan, Chief Commissioner of Income Tax, Hyderabad
- Dr. Chandrasekhar, ICRISAT, Hyderabad
- Prof. D.C. Reddy, Vice Chancellor, Osmania University, Hyderabad
- Shri D.K. Acharya, Chief Commissioner (Customs), Mumbai
- Prof. D.P. Rao, Director, National Remote Sensing Agency, Hyderabad
- Shri D.P. Tripathi, Secretary, Railway Board

- Shri D.S. Balachandran, Chief Post Master General, Maharashtra Circle, Mumbai.
- Shri Deepak Prasad, D.C., Hazaribagh, Bihar
- Shri Deepak Nayyar, Vice Chancellor, Delhi University.
- Shri Devising M. Solanki, DIG of Police Training Centre, Gujarat
- Shri Dushyant Nariala, IAS, Additional District Magistrate, North 24 Parganas
- Shri E.A.S. Sarma, former Secretary, Dept. of Expenditure, Government of India
- Shri G.S. Sayana, GIG, SSB, TC Sarahan, H.P., Shimla
- Shri Gautam Kar, National Academy of Direct Taxes, Nagpur
- Shri Gunottam Bhuyan, DIG of Police (Admn.), Assam
- Ms. Gurpreet Mahajan, Professor, Centre for Political Studies, JNU.
- Shri H.K. Rengma, DIG (Border), Nagaland
- Shri Habibullah, Additional Chief Secretary, Maharashtra
- Shri J.S. Pande, Joint Secretary, Ministry of External Affairs, New Delhi
- Shri Jairam Ramesh, Secretary, Economic Affairs, Congress(I)
- Shri Jaswant Singh, Union Minister for External Affairs
- Shri K. Natwar Singh, former Minister of State for External Affairs, Govt. of India
- Shri K. Raghunath, former Foreign Secretary, Government of India
- Dr. K.G. Adiyodi, Member, UPSC
- Shri K.K. Madan, Member, UPSC
- Shri K.P.S. Gill, former, D.G.P., Punjab Police.
- Shri K.V. Raghavan, Director, Indian Institute of Chemical Technology, Hyderabad
- Shri Kamal Kant, S.S.P., Mangalore, Karnataka
- Shri Kamal Saxena, S.S.P., Moradabad, Uttar Pradesh
- Shri L.K. Advani, Union Home Minister
- Shri M.M. Ahmed, Ordnance Factories Staff Collage, Nagpur
- Shri M.M. Luther, Gurgaon, Haryana
- Shri M.M. Sabharwal, former Chairman, PHD Chamber of Commerce.
- Justice M.N. Venkatchallaiah, Chairman, Constitution Review Committee, Govt. of India
- Ms. Mandeep Maitra, Head (HR), HDFC Bank.
- Shri Manish Gupta, Chief Secretary, Government of West Bengal
- Ms. Mohini Giri, former Chairperson, National Commission for Women.
- Shri Mukund Vyas, Senior Manager (HR), Siemens Ltd.
- Shri N. Chandrababu Naidu, Chief Minister, Andhra Pradesh
- Shri N. Vittal, Chief Vigilance Commissioner.
- Shri N.B. Singh, DIG, Technical Services, U.P.
- Shri N.C. Saxena, Secretary, Planning Commission
- Shri N.P. Rajashekharan, Director, ICRISAT, Hyderabad
- Shri Nikhil Kumar, Director General, National Security Guards.
- Shri. O.P. Agrawal, Joint Secretary, Dept. of Personal & Training, New Delhi
- Dr. Om Nagpal, Member, UPSC
- Shri P. Abraham, Member, UPSC

- Shri P.C. Alexander, Governor of Maharashtra
- Shri P.C. Hota, Member, UPSC
- Shri P.L Goel, Additional Secretary, Ministry of External Affairs
- Shri P.V. Rao, Chief Secretary, Andhra Pradesh.
- Shri Parag Paranjpe, Head (HR), Thomas Cook India Ltd.;
- Shri Prakash Roy, Exec. Vice President (HR & Comm. Development), Herdillia Chemicals;
- Shri Pramod Talgeri, Vice-Chancellor, CI EFL, Hyderabad.
- Shri Prasad Roy, Principal Secretary, Panchayatraj & Rural Development, Govt. of West Bengal
- Shri Pratap Singh, Spastic Society, New Delhi
- Shri Praveen Pandey, Joint Director, National Academy of Audit and Accounts, Shimla
- Shri R. Bandopadhyay, Principal Secretary, Planning and Development, Govt. of West Bengal
- Shri R. Narayanaswamy, Principal Secretary, Urban Development, Govt. of Delhi.
- Shri R. Ranjit (IAS), OSD, Government of West Bengal
- Shri R. Vasanth, President, Society for Education, Training and Empowerment of Physically Disabled (SOC-STEP), Trichy, Tamil Nadu
- Dr. R.C. Datta, Professor, Tata Institute of Social Sciences, Mumbai
- Shri R.K. Malik, Customs and Central Excise, Faridabad
- Shri R.R. Bhardwaj, DIG, CISF
- Shri R.S. Nataraj Murthy, Chief Post Master General, Assam Circle
- Shri Rajeshwar Prasad, ex-Director, LBSNAA, Mussoorie
- Shri Ram Vilas Paswan, Union Communication Minister
- Ms Rama Chari, Executive Officer, National Centre for Promotion of Employment for Disabled People (NCPEDP), New delhi
- Shri Ramola Mahajani, Managing Director, SHL (India) Pvt. Ltd.
- Smt. Reva Nayyar, Member Secretary, National Commission for Women.
- Shri Rohit, National Association of Blind, New Delhi.
- Shri S. Barma, Principal Secretary (SC/ST/BC), Government of West Bengal
- Shri S.J.S. Chhatwal, former-Chairman, UPSC
- Shri S.R. Sankaran, former Secretary, Government of India
- Shri Sankar Sen, former Minister and former Vice Chancellor, Jadavpur University
- Shri Satish Chandra, Collector, East Godavari, Andhra Pradesh
- Shri Satish Kumar Sharma, DIG Training and Ops., Punjab
- Shri Seemanchalam, Hyderabad
- Shri Seshadri Chari, Editor, Panchajanya
- Shri Sitaram Yechury, Politburo member CPI(M)
- Shri Sharad Gangal, ER Manager, Cadburry India Ltd.
- Shri Sharat Chauhan, Collector, Andaman and Nicobar
- Shri Shayamada Mallaick, DIG, armed Police Brigade, West Bengal, Durgapur
- Shri Srinivas, D.M., Ahmedabad
- Shri Subhash Joshi, IG, RPF/CSC Central railway, CST, Mumabi
- Shri Subramanyam, Professor, Railway Staff College, Vadodara

- Shri Sudhir Yadav, D.I.G., Andaman and Nicobar
- Shri Sunil Durrani, Executive Director, Procter & Gamble.
- Lt. Gen. Surendra Nath, Chairman, UPSC
- Shri Syed Shahabuddin, ex-Member of Parliament
- Shri T.K. Banerjee, Member, UPSC
- Shri T.N. Chaturvedi, Member of Parliament & former CAG of India
- Shri Uday Sahay, DCP, Central Delhi.
- Smt. Urmila Gupta, Star TV.
- Shri V.B. Singh, Director of Police Training College, Haryana
- Shri. V.N. Singh, Director general, Bureau of Police Research & Development, New Delhi
- Shri V.J. Rao, Vice President (HR), Tata Consultancy Services
- Ms. Vandana Yadav (IAS), Government of West Bengal
- Smt. Vasundhara Raje Scindia, Union Minister of State (Personnel and Training)
- Shri Vijay Kumar, Additional Deputy CAG
- Shri Vineet Kaul, General Manager (HR), Philips (I) Ltd.
- Dr. Y. Venugopal Reddy, Deputy Governor, Reserve Bank of India
- Shri Y.V.K. Reddy, Additional DIG, CRPF
- Shri Yashwant Sinha, Union Finance Minister
- Shri Yogendra Narain, Secretary, Ministry of Defence.
- Shri Zileh Singh Sagar, DIG, CISF

Workshops / Consultation Meetings held

1	**Workshop on "Service Profiling"** **Venue :- National Institute of Financial Management, Faridabad** **Date :- 15th January 2001**
	1. Dr. N.R. Madhava Menon, Member, CSERC 2. Dr. B.P. Mathur, Member, CSERC 3. Sh. I.M.G. Khan, Addl. Secretary UPSC and Member Secretary, CSERC 4. Sh. A.K. Sengupta, Addl. PIO, PIB, M/o I & B , New Delhi. 5. Sh. H.P. Das, Director General Audit, Central Revenues, N. Delhi. 6. Sh. S. Samant, DDG(Personnel , Depts. of Posts, New Delhi. 7.Sh. Aditya Kumar, Addl. D.G., Defence Estates, M/o of Defence, N.D. 8. Sh. P.N. Shukla, Executive Director, M/o of Railways, New Delhi. 9. Sh. Anand Mathur, Executive Director, M/o of Railways , New Delhi. 10. Ms Manisha Shridhar, DD, LBSNAA, Mussoorie. 11.Sh. K.C. Sikka, DDG, Ordnance Factories, New Delhi. 12. Sh. Girish Bhandari, Addl. CGDA(Inspections), O/o CGDA, New Delhi. 13. Sh. A.K. Prasad, Director, Railway Board, New Delhi. 14. Sh. V.N. Kaila, Joint CGA, O/o CGA, New Delhi. 15.Sh. A.K. Tyagi, Director (ADP) M/O External Affairs, New Delhi 16. Sh. S.K. Malhi, D G, Inspections, Customs and C.E., New Delhi. 17. Sh. Krishna Saini, Addl. Commissioner, Income Tax, New Delhi.
2	**Workshop on "Personality Testing Methodologies"** **Vanue:- Defence Institute of Psychological Research, Timarpur, Delhi** **Date:- 19th-20th March, 2001**
	1.Prof. Y.K. Alagh, Ahmedabad 2.Dr. Uddesh Kohli, New Delhi 3.Prof.(Miss) Armaity S. Desai, Mumbai 4.Dr. N.R. Madhava Menon, Kolkata 5.Shri I. M. G. Khan, New Delhi 6. Prof. J.K. Mitra, Delhi 7. Prof. R.R. Singh, Mumbai 8. Prof. G. P. Thakur, Varanasi 9. Mrs. Ruby Talukdar, Bangalore 10. Prof. K. V. Kaliapan, Chennai 11 Prof. Purnima Mathur, New Delhi 12. Prof. C. S. Jha, Noida (UP) 13. Dr. Jitendra Mohan, Chandigarh 14. Dr. W. Seivamurthy,Delhi 15. Dr. U. D. Pandey, Delhi 16. Dr. V.M. Verma,Delhi 17. Shri K. Ramachandran, Delhi 18. Mrs. Arunima Gupta, Delhi

	19. Dr(Mrs.) R. K. Soukhi, Delhi 20. Mrs. Soumi Awasthy, Delhi 21. Shri Gurbachan Singh, New Delhi 22. Shri B. S. Bedi, Ghaziabad 23. Shri R. S. Rathore, New Delhi 24. Shri S. T. Baskaran, Chennai 25. Shri R. K. Ahuja, New Delhi 26. Shri S. V. M. Tripathi, Lucknow 27. Dr. M.Earswaramorthy, Delhi 28. Prof. Abad Ahmed, Delhi 29. Dr. K.A. Kumar, Trivandrum 30. Dr. Mrs Kiran Rao, Bangalore 31. Prof. R. Ravi Kumar, Banglore 32. Dr. N.P. Singh, Delhi
3	**Consultation Meeting for designing Course Outline of Proposed Compulsory Paper-I** **Venue:- Union Public Service Commission, New Delhi** **Date:- 20ᵗʰ April, 2001**
	1. Prof. Y.K. Alagh, Ahmedabad 2. Dr. Uddesh Kohli, New Delhi 3. Shri I. M. G. Khan, New Delhi 4. Prof. Majid Siddiqui, New Delhi 5. Prof. Noor Mohd., New Delhi 6. Prof. Arjun Sengupta,New Delhi 7. Prof. T.K. Oommen, New Delhi 8. Prof. Gurpreet Mahajan, New Delhi 9. Prof. Dipankar Gupta, New Delhi
4	**Consultation Meeting for designing Course Outline of Proposed Compulsory Paper-I** **Venue:- Union Public Service Commission, New Delhi** **Date:- 25ᵗʰ April, 2001**
	1. Prof. Y.K. Alagh, Ahmedabad 2. Prof. (Mrs.) Armaity S. Desai, Mumbai 3. Shri I. M. G. Khan, New Delhi 4. Prof. Majid Siddiqui, New Delhi 5. Prof. Noor Mohd., New Delhi 6. Prof. Arujun Sengupta, New Delhi 7. Prof. T.K. Oommen, New Delhi 8. Prof. Gurpreet Mahajan, New Delhi 9. Prof. Dipankar Gupta, New Delhi

5	Consultation Meeting for designing Course Outline of Proposed Compulsory Paper-II Venue :- Union Public Service Commission, New Delhi Date:- 9th May, 2001
	1. Prof. Y.K. Alagh, Ahmedabad 2. Dr. Uddesh Kohli, New Delhi 3. Prof. Armaity S. Desai, Mumbai 4. Shri I. M. G. Khan, New Delhi 5. Prof. Rajesh Kochhar, New Delhi 6. Dr. S.L. Mehta, New Delhi 7. Dr. Arun Nigavekar, New Delhi 8. Dr. R.S. Paroda, New Delhi 9. Prof.Sushila Kaushik, New Delhi 10.Dr. Mrs. S. Taneja, New Delhi
6	Consultation Meeting for designing Course Outline of Proposed Compulsory Paper-II Venue:- Union Public Service Commission, New Delhi Date:- 21st May, 2001
	1. Dr. Uddesh Kohli,New Delhi 2. Prof. Armaity S. Desai, Mumbai 3. Shri I. M. G. Khan, New Delhi 4. Dr. B.P.Mathur, Noida 5. Prof. Kuldeep Mathur, New Delhi 6. Prof. Sushila Kaushik, New Delhi
7	Consultation Meeting for designing Course Outline of Proposed Compulsory Paper-II Venue:- CSIR Science Center, Lodhi Road, New Delhi Date:- 28th May, 2001
	1. Prof. Y.K. Alagh, Ahmedabad 2. Dr. Uddesh Kohli, New Delhi 3. Prof. Armaity S. Desai, Mumbai 4. Dr. B.P. Mathur, Noida. 5. Shri I. M. G. Khan, New Delhi 6. Prof. Rajesh Kochhar, New Delhi 7. Dr. S.A.H.Abidi, New Delhi 8. Prof. P.N.Srivastava, Gurgaon 9. Prof. Imrana Quadeer, New Delhi 10.Prof. Ambika Srinivasan, New Delhi 11.Sh.Pradosh Nath, New Delhi 12.Prof. Jayant Vishnu Narlikar, Pune

8	**Consultation Meeting for designing Course Outline of Proposed Compulsory Paper-III** **Venue:- Management Development Institute, Gurgaon** **Date:- 7th June, 2001**
	1. Dr. Uddesh Kohli, New Delhi 2. Dr. N.R. Madhava Menon,,Kolkata 3. Shri I. M. G. Khan,,New Delhi 4.. Prof. C.V. Baxi, Gurgaon 5. Dr. D.L. Sheth,New Delhi 6. Prof. T.V. Rao, Ahmedabad 7. Prof. Prayag Mehta, New Delhi 8. Dr. Sushila Kaushik, New Delhi
9	**Consultation Meeting for designing Course Outline of Proposed Compulsory Paper-I** **Venue:- Centre for Study of Developing Science, New Delhi** **Date:- 27th June, 2001**
	1. Dr. Uddesh Kohli,New Delhi 2. Prof. Armaity S. Desai, Mumbai 3. Shri I. M. G. Khan, New Delhi 4. Dr. D.L.Seth, New Delhi 5. Prof. Yogendra Yadav, New Delhi 6. Prof. Gopal Guru, New Delhi 7. Prof. B.S.Baviskar, New Delhi 8. Prof. Shahid Amin, New Delhi 9: Prof. T.K.Oommen, New Delhi 10. Prof. Neera Chandoke, New Delhi 11.Prof. Peter D'Souza, Goa 12.Prof. Suhas Palshikar Mumbai 13.Prof. Apporba Barua, Shillong 14.Prof. Pradeep Kumar, Chandigarh

Socio-Economic statistics of recommended candidates of Civil Services Examination 1990 to 1999

Sl. No.	Description	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
1	No. of candidates	940	871	761	790	705	641	738	621	470	411
2	Sex (%)										
	Male	86	85	90	82	86	84	86	90	81	81
	Female	14	15	10	18	14	16	14	10	19	19
3	Category(%)										
	General	73.0	74.0	75.4	70.8	45.0	47.1	44.4	42.9	50.4	46.5
	SC	18.3	16.9	16.8	19.2	17.4	15.8	18.7	15.1	12.8	15.3
	ST	8.7	9.1	7.8	10.0	8.7	7.6	8.0	7.4	6.4	7.3
	OBC	00	00	00	00	28.9	29.5	28.9	34.6	30.2	30.9
4	Age-Group (As on 1-08-98)(%)										
	21-23 Years	26	32	29	29	29	27	23	22	22	22.1
	24-26 Years	44	51	43	52	50	45	48	46	54	48.7
	27 Years & above	30	17	28	19	21	28	29	32	24	29
	Average Age (In Years)	25	25	25	25	25	25	25	25	25	25
5	Place of birth(%)										
	Village	32	30	33	25	31	31	32	33	25	27
	Tehsil	11	10	12	10	11	11	12	12	14	10
	District	34	35	36	39	36	37	34	37	38	35
	State Capital other than Metropolis	13	15	12	16	13	13	13	13	15	19
	Metropolis	10	10	7	10	9	8	9	5	8	09
6	Place of School Education(%)										
	Village	19	19	21	15	20	20	19	22	14	17
	Tehsil	14	13	13	12	14	13	12	15	17	13
	District	35	37	42	40	37	37	40	39	41	38
	State Capital other than Metropolis	18	19	14	18	16	17	19	15	17	21
	Metropolis	14	12	10	15	13	13	10	9	11	11
7	Place of Residence after Higher Secondary Education (%)										
	Village	4	4	5	4	5	5	3	5	5	6
	Tehsil	6	6	7	6	9	7	7	7	8	7
	District	39	37	41	36	35	36	38	45	41	40
	State Capital other than Metropolis	21	23	20	19	20	24	24	20	20	21
	Metropolis	30	30	27	35	31	28	28	23	26	26
8	Place of stay of Father/Guardian(%)										
	Village	22	20	24	18	24	22	24	25	19	22
	Tehsil	12	9	11	11	10	10	10	12	13	10
	District	34	38	36	36	36	36	37	37	40	33
	State Capital other than Metropolis	18	20	18	19	17	19	18	18	18	24
	Metropolis	14	13	11	16	13	13	11	8	10	11
9	Background of candidates(%)										
	Rural	22	27	30	22	30	28	29	33	25	29
	Urban	78	73	70	78	70	72	71	67	75	71
10	Type of school attended(%)										
	Government	55	52	54	45	45	47	46	47	44	44
	Public/Missionary	34	35	33	43	40	31	39	36	37	39
	Others	11	13	13	12	15	14	15	17	19	17

Sl. No.	Description	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
11	**Medium of instruction at school(%)**										
	English	41	43	37	50	47	48	44	39	48	47
	Hindi	23	26	30	21	23	27	30	36	27	25
	Others	36	31	33	29	30	25	26	25	25	25
12	**Educational qualifications of Father/Guadian & Mother (%)**										
	No Schooling										
	Father/Guadian	7	6	7	5	5	5	5	3	2	4
	Mother	20	17	20	15	18	19	19	15	13	14
	Up to Matriculation										
	Father/Guardian	24	24	26	21	27	27	28	35	22	23
	Mother	48	47	49	47	51	47	49	54	52	48
	Graduation & above										
	Father/Guadian	69	70	67	74	68	68	67	62	76	73
	Mother	32	36	31	38	31	34	32	28	35	38
13	**Nature of Employment of Father/Guardian (%)**										
	Agriculture	13	13	14	11	14	13	15	14	10	12
	Industry/Own Business	7	6	7	7	8	8	9	10	10	9
	Civil services	9	11	11	13	11	11	13	7	10	11
	Education	14	12	14	14	14	12	11	13	14	14
	Govt. / Semi Govt.	40	39	39	38	37	37	37	41	39	37
	Professionals	12	13	11	12	11	14	12	11	12	11
	Others	5	6	4	5	5	5	3	4	5	6
	Mother(%)										
	House-wife	78	77	78	79	78	78	76	80	80	78
14	**Monthly Income group of Father/Guardian (%)**										
	**LIG	19	21	24	18	20	19	17	31	23	18
	**MIG	31	34	34	30	33	28	27	41	43	40
	**HIG	50	45	42	52	47	53	56	28	34	42
15	**Educational Qualification of candidates (%)**										
	Graduates	50	51	54	59	59	58	55	59	57	59
	Post-graduates	45	45	43	39	36	34	35	34	34	29
	Second Degree	2	1	1	0	1	1	1	1	1	1
	Graduate /P.G. with Diplomas	2	2	1	1	2	2	1	2	1	2
	Ph.Ds.	1	1	1	1	2	5	8	4	7	9
16	**Academic Discipline (%)**										
	Science	22	20	19	20	19	18	21	22	21	21
	Engineering	30	36	41	34	40	38	34	41	37	34
	Medical	5	5	4	5	7	4	8	4	8	7
	Commerce	5	7	6	5	5	5	4	4	4	6
	Arts	38	32	30	36	28	35	32	28	30	31
	Others	-	-	-	-	1	-	1	1	-	1

No. of centres for Civil Services Examination

Year	Number of Centres	Inclusion / discontinuation of centres
1949-1952	9	
1953-1955	10	London
1956-1957	11	Shillong
1958	12	Patiala, Hyderabad (Simla discontinued)
1959-1960	13	Bangalore
1961	15	Bhopal, Trivandrum
1962-1971	17	Ahmedabad, Jaipur
1972-1974	18	Srinagar
1975	19	Dispur (Guwahati)
1976	20	Shimla
1977	21	Chandigarh
1978	25	Cochin. Jammu. Lucknow, Panaji (Goa)
1979	30	Port Blair, Aurangabad, Dharwar, Ranchi, Madurai
1980	29	London discontinued
1981	35	Kohima, Imphal, Agartala, Jorhat, Aizawl, Itanagar
1982-83	34	Patiala discontinued
1984	37	Raipur, Tirupati, Vishakhapatnam
1985-1987	38	Udaipur
1988	39	Gangtok
1989-1990	40	Sambalpur
1991 Onwards	41	Bareilly

Note :- 1. From 1979, the number of examination centres given above are for
Civil Services (Preliminary) Examination

2. No. of Centres for Civil Services (Mains) Examination
from 1980 onwards   19 Centres

Sl. No.	Description	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
	Academic Marks (%)										
17	Less than 60%	25	27	28	26	24	26	24	20	16	19
	60% - 79%	56	53	50	57	55	53	53	57	60	56
	More than 80%	19	20	22	17	19	16	15	19	17	16
	Floor crossers(%) (Optional different from academic discipline)										
	CS(P)										
18	Different optional	38	41	46	46	51	46	44	43	47	60
	Same optional	62	59	54	54	49	54	56	57	53	40
	CS(M)										
	One optional different	51	52	48	43	41	46	46	43	46	35
	Both optionals different	33	36	40	42	44	40	38	38	38	54
	Same optional(s)	16	12	12	15	15	14	16	19	16	11
	Employment Status of candidates (%)										
19	Employed	60	56	61	46	46	46	42	53	56	55
	Un-Employed	20	19	14	32	35	32	37	31	30	33
	Students	10	12	16	11	11	12	13	10	7	5
	Research Scholars	10	13	9	11	8	10	8	6	7	7
	Nature of Employment of candidates (%)										
20	Govt. Service	54	51	56	53	56	56	57	71	73	71
	Teaching	7	9	10	11	9	9	10	6	4	5
	Public Sector	27	25	21	20	19	19	15	12	12	10
	Private Sector/Others	12	15	13	16	16	16	18	11	11	14
	Monthly income of Employed candidates (%)										
21	**LIG	1	4	3	10	9	8	6	8	4	4
	**MIG	9	27	21	41	26	16	14	83	83	78
	**HIG	90	69	76	49	65	76	80	9	13	18
	Type of Coaching Institution attended (%)										
22	Government	5	5	6	6	9	6	5	7	8	7
	University	1	1	1	1	1	2	1	1	2	1
	Private Institutions	19	20	18	26	28	31	31	27	35	35
	Others	2	1	1	3	3	3	4	2	4	2
	Not attended	73	73	74	64	59	58	59	63	51	55
	Sources of Information										
23	News paper/T.V./Radio Advt.	-	-	-	-	34	34	29	31	30	34
	Friends/Teachers/Relatives	-	-	-	-	60	60	65	65	63	59
	Employment Bureau/ Exchange/Others	-	-	-	-	6	6	6	4	7	7

Note;- The above data is based on information given by candidates in the questionnaire supplied to them and returned by them at the time of Personality Test Interview. The above information is collected for academic and research purposes only and has no bearing on the selection process.

	1991 to 1996	**1997 onwards**
**LIG	Below Rs. 2500 P.M.	Below Rs. 5000 P.M.
**MIG	Rs. 2501 - Rs. 5000 P.M.	Rs.5000 - 12000 P.M.
**HIG	Above Rs. 5000 P.M.	Above Rs. 12000 P.M.

"Effective" Optional Subject Combinations of CS(Main) Exam during 1995-99

Year	Optional combinations	No. of candidates Appeared	No. of candidates Qualified	% of passing
1995	Maths - Physics	441	139	31.52
	Electrical Egg.- Physics	143	34	23.78
	Public Administration.-Sociology	241	40	16.60
	Public Administration- Commerce	116	21	18.10
	Political Science - Sociology	127	21	16.54
	Geography-Anthropology	203	30	14.78
	Law- Pub. Admn.	101	14	13.86
	Anthropology - Public Administration	383	52	13.58
	Geography- History	260	34	13.08
	Maths - Civil Engg.	141	17	12.06
1996	Maths - Physics	397	115	28.97
	Geography-Anthropology	162	43	26.54
	Maths - Civil Engg.	125	32	25.60
	Public Administration - Anthropology	300	74	24.67
	Geography- History	237	55	23.21
	History-Anthropology	396	84	21.21
	History-Sociology	156	32	20.51
	Zoology-Anthropology	108	21	19.44
	Political Science -Anthropology	67	13	19.40
	Political Science - Sociology	110	20	18.18
1997	Maths-Electrical Engg.	65	32	49.23
	Maths-Mechanical Engg.	70	25	35.71
	Maths - Physics	368	119	32.34
	Geography-Anthropology	171	47	27.49
	Geography - Gology	64	17	26.56
	Political Science - Anthropology	55	14	25.45
	Psychology-Sociology	58	14	24.14
	Geography- History	274	65	23.72
	Geography- Hindi Lit.	96	22	22.92
	Electrical Engg.- Physics	80	18	22.50
1998	Maths-Physics	364	106	29.12
	Psychology-Public Administration	46	13	28.26
	Zoology-Medical Sc.	44	12	27.27
	Maths-Electrical Engg.	99	26	26.26
	Psychology-Sociology	87	22	25.29
	Psychology-Anthrop.	42	10	23.81
	Public Administration -Economics	68	16	23.53
	Maths- Mechanical Engg.	90	17	18.89
	Maths- Civil Engg.	109	20	18.35
	Political Science -Sociology	92	16	17.39
1999	Maths-Physics	204	83	40.69
	Maths Civil Engg.	55	16	29.09
	Psychology -Geography	49	14	28.57
	Psychology -Sociology	49	13	26.53
	Sociology -Public Administration	105	25	23.81
	Zoology-Anthropology	53	12	22.64
	Political Science - Sociology	75	16	21.33
	Public Administration-Commerce	72	14	19.44
	Public Administration-Anthropology	106	20	18.87
	Maths-Electrical Engg.	69	13	18.84

Appendix - XII

Most preferred optional subjects in Civil Services (Main) Examination during 1995-1999

Optional Subject	1995			1996			1997			1998			1999		
	Appeared	% App.	Rank	Appeared	% App.	Rank	Appeared	% App.	Rank	Appeared	% App.	Rank	Appeared	% App.	Rank
History	3200	18.4	1	2744	16.9	1	3086	19.0	1	3362	19.1	1	1732	18.4	1
Public Administration	1865	10.7	3	1771	10.9	2	1699	10.5	2	1695	9.6	2	968	10.3	2
Geography	1174	6.8	4	1209	7.5	4	1329	8.2	4	1446	8.2	3	868	9.2	3
Anthropology	2054	11.8	2	1588	9.8	3	1395	8.6	3	1354	7.7	5	650	6.9	4
Mathematics	1044	6.0	5	982	6.1	6	948	5.8	6	1099	6.3	6	625	6.6	5
Hindi Literature	1038	6.0	6	1004	6.2	5	1204	7.4	5	1399	8.0	4	612	6.5	6
Sociology	815	4.7	8	795	4.9	8	752	4.6	7	806	4.6	7	474	5.0	7
Philosophy	433	2.5	10	539	3.3	9	698	4.3	8	761	4.3	8	358	3.8	8
Physics	895	5.1	7	830	5.1	7	676	4.2	9	621	3.5	9	327	3.5	9
Political Science	640	3.7	9	521	3.2	10	476	2.9	10	506	2.9	10	303	3.2	10

Most "Effective" optional subjects of Civil Services (Main) Examination during 1995-1999

Optional Subject	1995				1996				1997				1998				1999				Average			
	Appeared	Qualified	Success Ratio	Rank	Appeared	Qualified	Success Ratio	Rank	Appeared	Qualified	Success Ratio	Rank	Appeared	Qualified	Success Ratio	Rank	Appeared	Qualified	Success Ratio	Rank	Appeared	Qualified	Success Ratio	Rank
Medical Science	122	15	1:8.1	4	162	33	1:4.9	1	128	13	1:9.8	10	100	18	1:5.6	2	69	14	1:4.9	1	581	93	1:6.2	1
Mathematics	1044	107	1:9.8	6	982	133	1:7.4	4	948	177	1:5.4	2	1009	125	1:8.1	4	625	86	1:7.3	6	4608	628		2
Electrical engg.	266	32	1:8.3	5	226	27	1:8.4	7	170	39	1:4.4	1	203	17	1:11.9	8	123	11	1:11.2		988	126	1:7.8	3
Physics	895	117	1:7.6	2	830	87	1:9.5	10	676	99	1:6.8	5	621	72	1:8.6	5	327	55	1:5.9	2	3349	430		4
Psychology	274	41	1:6.7	1	314	41	1:7.7	5	476	31	1:15.4	5	423	54	1:7.8	3	300	48	1:6.3	3	1787	215	1:8.3	5
Management	69	9	1:7.7	3	67	11	1:6.1	2	70	5	1:14.0		99	10	1:9.9	6	67	10	1:6.7	5	372	45		6
Mechanical Engg.	193	18	1:10.7	7	163	12	1:14		127	19	1:6.4	4	159	13	1:12.2	9	91	7	1:13.0		728	69	1:10.6	7
Agriculture	164	15	1:10.9	8	169	17	1:9.9		162	17	1:9.5	9	173	16	1:10.8	7	96	15	1:6.4	4	764	80		8
Geography	1174	89	1:13.2		1209	132	1:9.2		1329	164	1:8.1	6	1446	56	1:25.8	6	868	76	1:11.4		6026	517	1:11.7	9
A.H. & Vet. Sci.*	29	2	1:14.5		26	4	1:6.5	3	67	3	1:22.3	3	24	5	1:4.8	1	13	1	1:13.0		159	15		10

*Animal Husbandry & Veterinary Science

Names of 10 Universities/ Institutions contributing maximum number of candidates in Civil Services Exam. 1995 – 1999

Sl. No.	Name of University/ Institution	1995			1996			1997			1998			1999			1995-99		
		A	Q	R	A	Q	R	A	Q	R	A	Q	R	A	Q	R	A	Q	R
1	Delhi University, Delhi	977	112	1	936	122	1	856	83	1	945	72	1	527	62	1	4244	451	1
2	IIT, Delhi	204	45	2	194	48	2	165	44	3	164	32	2	93	23	3	820	192	2
3	IIT, Kanpur	153	36	3	134	28	5	111	47	2	101	23	4	72	22	4	571	156	3
4	JNU, Delhi	259	31	4	224	42	3	231	28	6	267	26	3	150	26	2	1131	153	4
5	Rajasthan University, Jaipur	377	23	5	349	38	4	369	34	4	331	15	6	199	13	7	1625	123	5
6	Allahabad University, Allahabad	810	17	8	779	26	7	918	32	5	1020	19	5	385	17	5	3912	111	6
7	Punjab University, Chandigarh	155	19	7	150	27	6	150	17	7	161	12	11	104	14	6	720	89	7
8	Lucknow University, Lucknow	252	13	10	221	16	10	282	11	13	310	13	9	173	12	8	1238	65	8
9	Patna University, Patna	333	20	6	300	18	8	275	16	8	249	4	28	82	4	26	1239	62	9
10	Roorkee University, Roorkee	123	10	14	118	12	12	98	13	10	98	14	8	72	11	9	509	60	10

Note - ,   A – Appeared   Q – Qualified   R- Rank

Break-up of General Selectees of Civil Services Exam., according to their age (in years), residential background and gender

Age	Background	Sex	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
21		Male										
		Female	0	0	0	2	0	0	0	0	0	0
	Urban	Male	21			25	13					
		Female	7	5	3	6	2	4	2	1	3	1
22	Rural	Male						5	1	4		
		Female	0	0	0	0	1	0	0	0	0	0
	Urban	Male	45	65	39	42	35	28	31	27	17	11
		Female	24	18	10	15	2	6	4	6	5	7
23	Rural	Male	42	43	17	14	7	9	5	3	7	2
		Female	0	0	0	0	1	0	0	0	0	0
	Urban	Male	85	88	76	57	43	51	37	32	26	24
		Female	30	25	12	16	21	8	13	4	7	6
24	Rural	Male	16	22	17	13	5	6	13	17	8	6
		Female	0	1	0	1	0	1	0	0	0	2
	Urban	Male	89	87	54	88	30	43	49	31	37	26
		Female	20	23	9	32	14	19	15	7	17	11
25	Rural	Male	26	36	22	25	15	9	7	11	6	6
		Female	2	1	0	0	1	0	0	0	0	2
	Urban	Male	70	83	72	67	35	21	36	40	24	20
		Female	12	19	9	15	11	12	15	8	16	8
26	Rural	Male	15	24	22	22	13	6	11	12	8	1
		Female	0	1	0	0	0	1	0	0	0	0
	Urban	Male	45	50	43	47	23	28	26	26	22	15
		Female	5	10	3	9	6	5	12	5	10	5
27	Rural	Male	17	13	24	14	10	9	13	7	4	6
		Female	0	0	1	0	1	0	0	0	1	0
	Urban	Male	46	24	38	32	26	16	30	13	12	7
		Female	5	4	5	7	0	5	3	1	2	6
28	Rural	Male	9	0	13	1	-	0	-	-	-	3
		Female	0	0	1	0	-	0	-	-	-	0
	Urban	Male	30	1	15	0	-	2	-	-	-	4
		Female	1	0	2	0	-	0	-	-	-	1
29	Rural	Male	7	-	4	-	-	-	-	-	-	0
		Female	0	-	0	-	-	-	-	-	-	0
	Urban	Male	22	-	8	-	-	-	-	-	-	1
		Female	2	-	0	-	-	-	-	-	-	2
30	Rural	Male	5	-	2	-	-	-	-	-	-	1
		Female	0	-	0	-	-	-	-	-	-	0
	Urban	Male	13	-	8	-	-	-	-	-	-	0
		Female	0	-	0	-	-	-	-	-	-	0
31	Rural	Male	1	-	2	-	-	-	-	-	-	-
		Female	0	-	0	-	-	-	-	-	-	-
	Urban	Male	0	-	6	-	-	-	-	-	-	-
		Female	1	-	1	-	-	-	-	-	-	-
32	Rural	Male	0	-	3	-	-	-	-	-	-	-
		Female	0	-	1	-	-	-	-	-	-	-
	Urban	Male	1	-	4	-	-	-	-	-	-	-
		Female	0	-	0	-	-	-	-	-	-	-
Total		Female	2	3	3	3	4	2	0	0	1	4
	Urban	Male	466	416	381	358	205	197	214	177	141	110
		Female	107	104	54	100	56	59	64	32	60	47
		Total	573	520	435	458	261	256	278	209	201	157
		Female	109	107	57	103	60	61	64	32	61	51

Break-up of Scheduled Caste selectees of Civil Services Exam., according to their age(in years), residential background and gender

Age	Background	Sex	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
21	Rural	Male										
		Female	0	-	0	0	0	0	0	0	0	0
	Urban	Male	2		0	1	1	2	2			
		Female	0	-	1	0	0	0	1	0	3	0
22	Rural	Male	1	1	1	1	0	1	0	0	3	0
		Female	0	0	0	0	0	0	0	0	0	0
	Urban	Male	4	9	2	7	5	3	7	8	4	3
		Female	3	5	3	4	3	2	2	1	0	0
23	Rural	Male	2	1	2	0	1	4	1	0	1	0
		Female	0	0	1	0	0	0	0	0	0	0
	Urban	Male	11	6	5	11	9	9	6	3	4	4
		Female	3	1	4	7	6	5	5	1	3	1
24	Rural	Male	2	3	2	1	3	0	0	0	2	2
		Female	0	0	0	0	0	0	0	0	0	0
	Urban	Male	11	11	11	9	8	10	14	10	3	9
		Female	1	2	0	3	4	6	3	2	1	4
25	Rural	Male	6	7	6	5	2	4	4	4	0	0
		Female	1	0	0	0	0	0	0	0	0	0
	Urban	Male	16	13	11	17	10	6	15	10	2	8
		Female	2	1	2	2	1	2	6	2	3	2
26	Rural	Male	8	6	9	3	4	1	9	5	1	2
		Female	0	0	0	1	0	0	0	0	0	0
	Urban	Male	20	8	11	10	9	8	10	7	1	1
		Female	2	1	1	3	0	3	4	2	0	3
27	Rural	Male	9	11	9	6	10	2	2	4	2	1
		Female	0	0	0	1	0	0	1	0	0	0
	Urban	Male	6	11	8	13	8	7	9	8	7	6
		Female	0	2	0	0	0	0	3	1	1	0
28	Rural	Male	6	7	3	8	1	5	3	0	1	3
		Female	0	0	0	1	0	0	0	1	0	0
	Urban	Male	8	3	6	11	13	6	7	1	3	3
		Female	0	1	0	0	0	1	0	0	0	0
29	Rural	Male	5	11	6	5	2	2	2	2	2	2
		Female	0	0	0	0	0	0	0	0	0	0
	Urban	Male	8	3	2	9	7	3	7	2	2	3
		Female	0	1	0	0	0	0	0	1	0	0
30	Rural	Male	5	4	5	4	2	1	4	3	0	0
		Female	0	0	0	0	0	0	0	0	0	0
	Urban	Male	3	5	0	0	3	2	3	5	4	2
		Female	0	0	0	0	0	0	0	0	0	0
31	Rural	Male	7	6	5	1	3	3	2	3	-	1
		Female	0	0	0	0	0	0	0	0	-	0
	Urban	Male	6	0	3	1	1	2	3	3	-	1
		Female	0	0	0	0	0	0	0	0	-	0
32	Rural	Male	5	5	1	4	4	1	2	3	-	0
		Female	0	0	0	0	1	0	0	0	-	0
	Urban	Male	0	2	1	3	2	2	0	1	-	1
		Female	0	0	0	0	0	1	0	0	-	0
33	Rural	Male	0	-	4	-	-	-	0	-	-	-
		Female	0	-	0	-	-	-	0	-	-	-
	Urban	Male	4	-	1	-	-	-	1	-	-	-
		Female	0	-	0	-	-	-	0	-	-	-
34	Rural	Male	0	-	1	-	-	-	-	-	-	-
		Female	0	-	0	-	-	-	-	-	-	-
	Urban	Male	2	-	0	-	-	-	-	-	-	-
		Female	0	-	0	-	-	-	-	-	-	-
35	Rural	Male	3	-	-	-	-	-	-	-	-	-
		Female	0	-	-	-	-	-	-	-	-	-
	Urban	Male	8	-	-	-	-	-	-	-	-	-
		Female	0	-	-	-	-	-	-	-	-	-
Total		Female	1	0	1	3	1	0	1	1	0	0
	Urban	Male	101	71	61	92	76	68	84	59	37	42
		Female	11	14	11	19	14	20	24	10	11	10
		Total	112	85	72	111	90	88	108	69	48	52
		Female	12	14	13	22	15	20	25	11	11	10

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Break-up of Scheduled Tribe selectees of Civil Services Exam., according to their age(in years), residential background and gender

Age	Background	Sex	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
21	Rural	Male										
		Female	0	0	0	0	0	0	0	0	-	0
	Urban	Male										
		Female	0	0	1	0	1	0	0	1	-	0
22	Rural	Male										
		Female	1	0	0	0	0	0	0	0	0	0
	Urban	Male		5	1	3	1		6		3	0
		Female	0	1	1	3	1	0	1	1	0	2
23	Rural	Male	1	1	3	2	1	2	3	3	0	0
		Female	0	0	0	0	0	0	0	0	0	0
	Urban	Male	3	3	3	5	6	1	5	2	0	2
		Female	3	0	2	2	2	1	1	1	1	1
24	Rural	Male	4	4	3	4	2	0	2	2	0	3
		Female	0	0	0	0	0	0	0	1	0	0
	Urban	Male	5	4	4	4	4	2	4	4	3	1
		Female	1	0	0	3	1	2	1	1	0	0
25	Rural	Male	4	6	4	6	4	2	3	3	2	1
		Female	0	1	0	0	1	0	0	0	0	0
	Urban	Male	9	3	1	5	4	2	1	2	2	4
		Female	3	2	2	3	0	4	1	0	2	1
26	Rural	Male	6	3	1	4	4	5	3	1	1	1
		Female	0	1	1	0	0	0	0	0	0	0
	Urban	Male	4	5	5	4	7	4	3	2	5	2
		Female	0	1	0	2	0	2	0	0	1	1
27	Rural	Male	6	7	8	3	6	3	7	3	0	0
		Female	0	0	0	0	0	0	0	1	0	0
	Urban	Male	8	2	1	3	1	5	2	0	1	4
		Female	1	0	1	0	0	0	0	0	1	0
28	Rural	Male	2	7	2	2	3	1	1	4	1	0
		Female	0	1	0	0	0	0	0	0	0	0
	Urban	Male	2	0	0	3	1	1	4	4	2	4
		Female	0	0	0	1	0	0	0	0	0	0
29	Rural	Male	2	3	4	3	2	5	1	1	-	0
		Female	0	0	0	0	0	0	0	0	-	0
	Urban	Male	2	1	0	2	1	1	2	4	-	1
		Female	0	0	0	0	0	1	0	0	-	0
30	Rural	Male	3	6	1	3	2	1	1	0	2	-
		Female	0	0	0	0	0	0	0	0	0	-
	Urban	Male	0	1	0	3	0	0	1	0	2	-
		Female	0	0	0	1	0	0	0	0	0	-
31	Rural	Male	0	1	2	1	2	2	1	0	-	1
		Female	0	0	0	0	0	0	0	0	-	0
	Urban	Male	1	0	1	2	2	0	1	2	-	0
		Female	1	0	0	0	0	0	0	0	-	0
32	Rural	Male	0	2	2	0	0		1	1	0	-
		Female	0	0	0	0	0		0	0	0	-
	Urban	Male	2	1	0	2	1		0	1	0	-
		Female	0	0	0	0	0		0	0	1	-
33	Rural	Male	-	-	0	-	-	-	-	-	-	-
		Female	-	-	0	-	-	-	-	-	-	-
	Urban	Male	-	-	1	-	-	-	-	-	-	-
		Female	-	-	0	-	-	-	-	-	-	-
36	Rural	Male	-	-	1	-	-	-	-	-	-	-
		Female	-	-	0	-	-	-	-	-	-	-
	Urban	Male	-	-	0	-	-	-	-	-	-	-
		Female	-	-	0	-	-	-	-	-	-	-
Total		Female	1	3	1	0	1	0	0	2	0	0
	Urban	Male	42	28	17	36	29	18	30	22	18	19
		Female	9	4	7	15	5	10	4	4	6	5
		Total	51	32	24	51	34	28	34	26	24	24
		Female	10	7	8	15	6	10	4	6	6	5

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Break-up of OBC selectees of Civil Services Exam. according to their age (in years), residential background and gender

Age	Background	Sex	1994	1995	1996	1997	1998	1999
21	Rural	Male						
		Female	0	0	0	0		0
	Urban	Male						
		Female	0	0	1	0		0
22	Rural	Male						
		Female	1	0	0	0	1	0
	Urban	Male						
		Female	2	0	0	1	0	2
23	Rural	Male	7	9	9	8	4	2
		Female	0	0	0	0	0	0
	Urban	Male	8	8	9	10	7	10
		Female	3	1	1	1	0	0
24	Rural	Male	15	12	8	9	7	1
		Female	1	0	0	0	0	0
	Urban	Male	16	6	17	17	9	9
		Female	3	1	2	1	1	3
25	Rural	Male	17	11	12	6	11	12
		Female	1	0	0	1	1	3
	Urban	Male	20	18	13	16	11	7
		Female	3	0	2	2	1	0
26	Rural	Male	25	13	16	12	7	11
		Female	1	0	0	0	1	0
	Urban	Male	25	10	12	8	14	6
		Female	2	3	4	0	4	1
27	Rural	Male	20	12	13	18	8	11
		Female	1	0	1	0	0	0
	Urban	Male	15	15	14	17	8	4
		Female	0	3	0	3	0	1
28	Rural	Male	0	12	18	22	6	9
		Female	0	0	0	0	0	0
	Urban	Male	1	5	6	14	10	3
		Female	0	1	1	1	1	0
29	Rural	Male		9	15	13	10	6
		Female		0	0	1	1	0
	Urban	Male		9	8	5	6	3
		Female		2	0	1	0	1
30	Rural	Male		9	12	12	5	5
		Female		1	1	0	1	0
	Urban	Male		9	9	6	3	3
		Female		0	0	2	0	0
31	Rural	Male			1	0		4
		Female			0	0		0
	Urban	Male			0	1		1
		Female			0	0		0
32	Rural	Male						4
		Female						0
	Urban	Male						1
		Female						0
		Female	5	1	2	2	5	3
Total	Urban	Male	98	89	92	98	71	51
		Female	13	11	11	12	7	8
		Total	111	100	103	110	78	59
		Female	18	12	13	14	12	11

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Number of candidates belonging to reserved categories qualifying In general merit at general standard in different examinations during 1990-1999

Year	Name of Examination	Number of reserved candidates at general standard			
		SC	ST	OBC	Total
1990	Civil Services Examination	06	02	NA	08
1991		09	02	NA	11
1992		05	-	NA	05
1993		07	01	NA	08
1994		08	-	32	40
1995		03	-	27	30
1996		13	02	39	54
1997		05	03	49	57
1998		07	02	28	37
1999		10	03	30	43
1990	Indian Forest Service Examination	-	-	NA	-
1991		-	-	NA	-
1992		-	-	NA	-
1993		-	02	NA	02
1994		-	-	02	02
1995		-	-	03	03
1996		-	-	05	05
1997		-	-	04	04
1998		-	-	02	02
1999		-	-	04	04
1990	Combined Medical Services Examination	09	-	NA	09
1991		03	02	NA	05
1992		02	-	NA	02
1993		09	02	NA	11
1994		06	02	Nil	08
1995		06	-	42	48
1996		06	01	38	45
1997		02	01	12	15
1998		03	-	10	13
1999		02	-	30	20
1990	Engineering Services Examination	-	01	NA	01
1991		05	-	NA	05
1992		01	-	NA	01
1993		-	-	NA	-
1994		-	-	-	-
1995		2	-	31	33
1996		1	1	38	40
1997		04	Nil	41	45
1998		02	Nil	52	54
1999		01	Nil	32	33

Impact of reduction in upper age limit and maximum number of attempts

Year	% of candidates becoming ineligible by these effects			
	General Age-26 Attempts - 3	SC Age-31 Attempts - 6	ST Age 31 Attempts - 6	OBC Age-29 Attempts - 5
1995	30.5	12.6	10.2	20.6
1996	38.6	13.8	15.3	24.4
1997	37.2	19.1	19.6	26.0
1998	36.6	18.3	10.0	25.4
1999	35.1	7.9	13.3	24.4

Sample of English Language Paper

Q1. 'India should stop sending participants to the Olympic Games. It is a sheer waste of money, given the number of medals that our sportspeople bring back.'

What do you think? Do you think that India should stop participating in the Olympic Games? Why? Write a convincing essay (250-300 words) putting forward your point of view. Your essay should have a suitable title, and you should provide at least four main arguments, with supporting details and examples.

(50 marks)

Q2. It is generally believed that private schools offer better facilities than government schools. Given below is a table comparing some facilities available in government and private schools.

Study the table and write 250-300 words comparing the facilities provided. You can add your own comments if you like.

(50 marks)

	Percentage of schools offering facilities	
	Government schools	Private schools
Drinking water	41%	78%
Electricity	23%	27%
Toilet	11%	34%
Playground	49%	51%
Blackboard in each class	73%	85%
Library	24%	32%
Maps and charts	38%	58%

Q.3 Read the following text. Summarize the text in the space provided, in aboud 150 words, giving only the important ideas.

(50 marks)

South Asians in the Gulf

South Asia sends out the largest number of expatriates to the oil-rich Gulf, but most workers and even embassies there are not geared to cope with the growing vagaries of migration, a team campaigning for migrants' rights says.

"Embassies need to get more involved in protecting the rights of their nationals," a four-member Middle-East Council of Churches team said. There are an estimated 14 million workers living outside their countries in Asia, half of them in the Middle East.

The team, which visited India on a study tour, told India Abroad news service that many South Asian workers in the Gulf face problems varying from their 'illegal' status, abuse, poor wages, stints in prison, overwork or even a denial of the right to rest.

Amanwail Bhai Gharib of Kuwait pointed out that though theoretically workers had the right to strike as a mark of protest, many of them were made to sign statements even before they started working saying that they were enjoying these rights.

Recent International Labour Organisation reports say migrant workers in the construction industry in the Middle East are facing a significant deterioration in work conditions.

In the mid-1970s, South Asian construction workers dominated the Gulf labour market, but were elbowed out ten years later by Koreans, Filipinos, Thais and Indonesians.

Today, South Asians – Indians, Pakistanis and Bangladeshis – are again most numerous, along with Filipinos and Thais. But workers from the subcontinent need to be given proper guidance by government officials and voluntary groups so that they could 'wisen up' before leaving home, the team felt.

The Gulf team visited Kottayam in Kerala, which sends the largest number of migrants to the Gulf, Mumbai and Goa, which also have a high ratio of emigrants.

Gharib said awareness about the problems a migrant could face appeared to be minimal and hundreds of Gulf 'recruitment agencies' had just sprouted without much control on their activities.

In the past few years, Middle-East employers were coming to accept that sexual abuse of migrants 'is not going to pass', Dany Kaam, a Beirut-based social worker with the Middle-East Service for Refugees, said. But, she added, there was also a tendency to 'buy out' such sexual victims.

Another member conceded that the situation for migrant workers in the Gulf has become worse in the past five years or so. 'The (Gulf) war has itself cost a lot. Many governments in the region are saddled with debt,' he said.

During their meetings with citizens here, they were frequently asked about the alleged practice of Gulf employers retaining workers' passports and keeping them as virtual bonded labour.

AIDS campaigner Loretta Pinto expressed her concern about treatment meted out to Gulf workers diagnosed as HIV-positive. She claimed that workers who contract the disease are just ordered to pack their bags and leave because they are afflicted by a malady they have never heard about.

The members from the Middle-East team said South Asian embassies in the Gulf often simply disowned migrant workers because Indians, Pakistanis and Bangladeshis looked very similar.

"The least you could do is start talking about what is happening. How you were cheated. This could cut the lines of those operating illegally and racketeering," the members suggested. Countries like the Philippines and Sri Lanka are ahead in taking steps to protect their workers, the team felt.

They said governments cannot be concerned about only the economic liabilities of their people, or the funds remitted home. "They need to study the psychological problems of leaving behind families and the problems of families left behind too," they said.

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Write your summary in the grid. Do not write more than one word in each space in the grid.

Q4. Given below is a text from which six sentences have been deleted (indicated by blanks in the text).

Read the text and fill in the blanks by choosing an appropriate sentence from the eight sentences which follow. Write the letter of the sentence you choose in the blank.

The first one has been done for you.

(5 X 10 = 50 marks)

'Sick' Workplaces

It is being increasingly recognized that the way many modern buildings are constructed and maintained is leading to poorer health among the people who work in them.

The main problem is the way that air is handled. In the past, it was possible to open a window for relief from the smoker at the next desk. _____B_____ But, as the frequent black streaks on the ceiling near air vents show, much of the dirt in the air is merely being recirculated and therefore constantly breathed by the inhabitants of the building.

Most office blocks have air ducts and vents running right through them. These can become full of dust and pollutants such as fumes from cigarettes and photocopiers and chemicals like formaldehyde leaking from carpets or adhesives from materials used to construct the building, and so on. _____.

Unfortunately, energy conservation can make the problem worse. Switching off airconditioning and heating at night causes condensation. _____ When the system comes on again in the morning, they are sprayed into the building. One third of buildings operate on perpetually recycled air.

One study has claimed that 80% of air-conditioned office blocks are 'sick' — in other words, staff complain of headaches, allergies, rashes, nausea and lethargy. However, other studies have shown that workers in normally ventilated offices sometimes have the same symptoms. _____

Some researchers also feel that stress may be important in understanding the causes of sick building syndrome. _____ These working conditions cause stress, and people under stress are much more aware of physical discomfort and are much more likely to suffer from backache, eyestrain, sore throats and other symptoms of sick building syndrome.

_____ An international conference on health and buildings in Stockholm last year was told that 40% of people in Sweden had some form of

common allergy to such materials. When many people are put in a building full of such materials, it is therefore natural that some of them will react negatively.

Finally, another view is that the problem stems not from air-conditioning but air changing. According to this explanation, managers of buildings are so incompetent or ignorant about them that they do not ensure workers have enough clean air. Normal maintenance, such as cleaning ducts regularly, is neglected, and air is constantly recycled instead of being exchanged.

Select sentences from here to fill in the blanks above.

A. These substances can stay in the air for years.

B. Nowadays, however, many buildings are sealed because air-conditioning and ventilation are supposed to eliminate problems.

C. For example, it has been proved that air-conditioning aggravates asthama.

D. For example, it may be that with the change from typewriters to word processors in many offices, workers are chained' to their desks and driven at the speed of their machines.

E. However, a number of Indian corporate offices have been air-conditioned in recent years.

F. This creates the damp conditions that help bacteria and fungi to grow.

G. Some scientists have found that another possible cause of the problem is sensitivity to everyday materials such as carpet fibres and furniture adhesives.

H. Thus, there must be factors other than air-conditioning which are also to blame.

).5   Read the following text and write short answers to the questions that follow in the space given.

(10 X 5 = 50 marks)

Non-smokers never had it so bad. According to new research by Harvard University scientists in the US, second-hand cigarette smoke is more dangerous than previously thought.

The study has broad implications for public health policy and probable direct impact on at least one major lawsuit that is pending in the US against a tobacco company.

The 10-year study, which tracked more than 32,000 healthy women who never smoked, has found that regular exposure to other people's smoking at home or work almost doubled the risk of heart disease.

Many Indians have linked second-hand smoke to heart disease, but the new findings show the biggest increase in risk ever reported, and the researchers say that it applies equally to men and women.

The women in the study, who ranged in age from 36 to 61 when the study began, suffered 152 heart attacks, 25 of them fatal. The results show that there could be more than 50,000 victims of passive smoking in the US alone. In India, the number could be double that, said Dr. Ichiro Kawachi, an assistant professor of health and social behaviour at the Harvard School of Public Health.

Before this study it was known that passive smoking cause increased risk for several ailments, including asthma and bronchitis, as well as middle-ear infections in young children. But the increased risk for heart disease had been estimated at about 30 per cent.

"This is a very important study," said Dr. Stanton Glantz, a professor of medicine at the University of California in San Francisco, who has done extensive research on passive smoking but who was not involved in the Harvard study. Glantz also praised the Harvard team for its careful analysis of workplace exposure to smoke, which had rarely been done before.

Although the federal occupational safety and health administration in the US has proposed nationwide workplace rules, they are not yet in effect. Regulations vary by state or city.

The recent study could be of enormous help to legislative bodies, statewide and locally, who are trying to set limits on smoking, especially in key areas like restaurants and bars.

The study may be particularly pertinent for one lawsuit.

Over 60,000 former and current airline flight attendants have filed a combined suit against a tobacco company claiming that they were harmed by cigarette smoke when smoking was common on most flights. Most of the flight attendants are now suffering from either lung cancer or respiratory ailments.

Although this is the first such suit based on damage from second-hand smoke, there could soon be an avalanche of such suits after the Harvard findings hit the market.

The Harvard researchers started work in 1976. They kept tabs on 121,700 female nurses, who were asked to fill in detailed surveys every two years about their health habits.

To measure the effects of passive smoking, the researchers asked the women in 1982 about their exposure, and then monitored new cases of heart disease for the next decade. The analysis did not include all the study participants, but only the 32,046 who had never smoked and who at the outset did not have heart disease or cancer.

The women who reported being exposed regularly to cigarette smoke at home or work had a 91 per cent higher risk of heart attack than those with no exposure. Even though the women worked in hospitals, some were exposed to smoke on the job because at the time of the study many hospitals allowed smoking in certain areas. The study was set up to make sure that other risk factors like diabetes and higher blood pressure did not account for the difference between the two groups.

Laboratory studies of the effect of passive smoke on the body support the survey findings. In studies of both people and animals, Glantz and other researchers have identified several ways in which chemicals in second-hand smoke can contribute to heart disease.

Besfdes reducing a person's oxygen supply, the substances damage arteries, lower levels of the beneficial form of cholesterol known as HDL and increase the tendency of blood platelets to stick to one another and form clots that can trigger a heart attach.

A study of health teenagers and adults exposed to passive smoking for an hour or more a day detected artery damage. The higher the exposure was, the greater the damage.

But the good news is that once exposure ceases, the damage may quickly heal.

"In active smokers, the risk of heart disease drops immediately," said a Harvard researcher. "It never goes quite back to the non-smoker's level, but it comes close. One would expect the same to be true for passive smoking."

Answer the following questions:

1. What impact does it have on our health to inhale smoke from other people's cigarettes? What kind of scientific backing is there for this claim?

   _____

   _____

2. How many victims of passive smoking are there estimated to be in India? How did you arrive at this figure?

   _____

   _____

3. Define the terms *passive smoking* and *active smoking*.
   *Passive smoking*_____
   *Active smoking*_____

4. What evidence is there in the test to suggest that the findings of the Harvard study are accurate and reliable?

   _____

   _____

5. In what way can the Harvard findings help health administration officials?

   _____

   _____

6. What are airline flight attendants today less vulnerable to respiratory diseases?

   _____

   _____

7. The Harvard study investigated the health habits of 121,700 nurses but did not include those who had heart disease because
   a)   they wanted to be sure that all the participants had a good chance of staying alive till the study was completed. ( )
   b)   those with heart disease at the start could not be used as proof of the effects of passive smoking. ( )
   c)   those with heart disease must have been exposed to cigarette smoke before the start of the study. ( )
   (Tick the right answer)

8. How did laboratory studies support the findings of the survey?

   _____

   _____

9. Are younger people better able to resist the ill effects of smoking? Does the passage have anything to say about this?

   _____

   _____

10. What is the only piece of news regarding smoking that holds out hope?

   _____

   _____

Q.6 There are 20 blanks in this passage.
Read the passage and fill in the best word or phrase for each blank.
The first one (0) is given as an example.

(20 X 1 = 20 marks)

Sharing in early societies

Long, long ago, people had no sense of properly. That is, they did not feel that something belonged to one man and not 0 _____ to _____ another. The land around a village was 1._____ by all the people of the village; Everyone 2. _____on it; everyone ate the food grown on it. "The land," said an American India, "is like water and wind — it cannot be 3. ____ or bought."

Food also belonged to everybody. It was usual for a man who had food 4. _____ it with the man who had 5. _____ A traveler could stop at any home on the way and he would be fed. People who had to leave their lands 6. _____ drought were looked after by their friends who lived where there was 7. _____ If a man sat down to his meal in the forest, he 8. _____ first call loudly for someone to come and share it with him; only then 9. _____ he eat alone. "How is it? No food? No house to live in? Where 11. _____ he grow up? Are there no houses belonging to his friends?"

Travellers in Africa 12. _____ that a present given to 13. _____ African was at once shared. If a suit of clothes was 14. _____, the man who got the present would 15. _____ the shirt, a friend would wear the trousers, and another friend would wear the coat. The Eskimo who brought 16. _____ a fish, or an animal that he had killed, did not eat it alone. It had to be shared 17. _____ the people of the village. Somebody writing about American Indians said, "The words mine and 18. _____ which put 19. _____ the fire of kindness in our hearts, our 20. _____to these people."

Q.7. Given below is a test which contains 31 errors of grammar, vocabulary, spelling, and punctuation. The lines which contain errors have been marked with an asterisk (*).
In each line marked with an asterisk (*)
  (a) underline the error;
  (b) write the correct form in the space provided.
The first one has been worked out as an example.

(1 X 30 = 30 marks)

Test	Space for corrections	
I remember the first <u>days</u> shooting of *Pather Panchali* very	*	day's
well. It was in festive season, in October, and the last of	*	
big *pujas* was taking place that day. Our location was	*	
seventy-five miles far from Calcutta. As our taxi sped	*	
along the Grand Trunk Road, we past through several	*	
suburban towns and villages, or heard the drums and even	*	
had fleeting glimpses of some images. Some one said it	*	
would bring us luck. I had my doubts, but I wish to	*	
believe it. All that set about making films need luck as	*	
much as they need the other things talent, money,	*	
perseverance, and so on. We needed a little more of it than most.		
	*	

I knew this first day was really a sort of rehearsal for us to
break us in, as it were. For most of us it was a start from
the scratch. There were eight on our unit of whom only
one – Bansi, the art director had previous professional
experience. We have a new cameraman, Subroto, and an
old, much-use Wall camera which happened to be the only
one available for hire on that particular day. It's one
discernible advantage seemed to be a devise to insure
smoothness of panning. We had no sound equipments,
as the scene was to be a silence one.

It was an episode in screenplay where the two children of
the story brother and sister, stray from their village and
by chance upon a field of *kaash* flowers. The two have had
a quarrel, and here in that enchanted setting they are
reconciled, and there long journey is rewarded by their
first sight of a railway train. I choose to begin with this
scene because on paper it seemed both effective but
simple. I considered this important, because the whole
idea behind launching the product with only Rs.8,000 in
the bank was to produce quick and cheaply a reasonable
length of rough cut which we hoped would establish our
bona fides, the lack of which so far had stood in the way to
our getting a financer.

Weightage of Personality Test Marks vis-à-vis total marks for the Civil Services Examination from 1947 to date

Year	Category	Marks in Written Exam.	Marks in Personality Test	Total Marks	Weightage of PT marks (in%)
1947 to 1950	IAS	1050	300	1350	22.22
	IFS	1050	300	1350	22.22
	IPS	850	300	1150	26.09
	Central services	1050	300	1350	22.22
1951 to 1963	IAS	1050	400	1450	27.59
	IFS	1050	400	1450	27.59
	IPS	850	300	1150	26.09
	Central services	1050	300	1350	22.22
1964	IAS	1050	300	1350	22.22
	IFS	1050	400	1450	27.59
	IPS	850	200	1050	19.05
	Central services	1050	200	1250	16.00
1965 to 1978	IAS	1450	300	1750	17.14
	IFS	1450	400	1850	21.62
	IPS	850	200	1050	19.05
	Central services	1050	200	1250	16.00
1979 to 1992	For all Categories	1800	250	2050	12.20
1993 onwards	For all Categories	2000	300	2300	13.04

Schedule of personality testing suggested by DIPR

	Personal Information Form	Personality measure	Group Testing	Interview
Time required for administration	20 minutes per group	90 minutes per group	40 minutes per group	40 minutes per candidate
For assessment and integration of data	10 minutes per candidate	30 minutes per candidate	20 minutes	Simultaneously
Assessor candidate ratio	1:08 per day	1:08 per day	1:08 per day	1:08 per day
Exercises	Self-report	Paper pencil test (manual and computer scoring)	Group discussion	Structured interview
Duration	48 candidates per day			
Manpower required	6 Psychologists 6 Interviewing Officers 3 Group Testing Officers			
Testing Schedule	0900-0930 hours Administration of PIF 0930-1100 hours Administration of Personality Tests 1100-1300 hours Group Discussion 1100-1530 hours Assessment by Psychologists 1400-1930 hours Interviews			

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> Shri A. Bhaskar Reddy , Deputy Secretary to the Committee

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> Shri K.K. Garg, Private Secretary

> Shri H.P.S. Khurana, Private Secretary

> Shri Avinash Aggarwal, Private Secretary

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