

ಕರ್ನಾಟಕ ರಾಜ್ಯ ಮುಕ್ತ ವಿಶ್ವವಿದ್ಯಾನಿಲಯ  
ಮುಕ್ತಗಂಗೋತ್ರಿ, ಮೈಸೂರು ೫೭೦ ೦೦೬

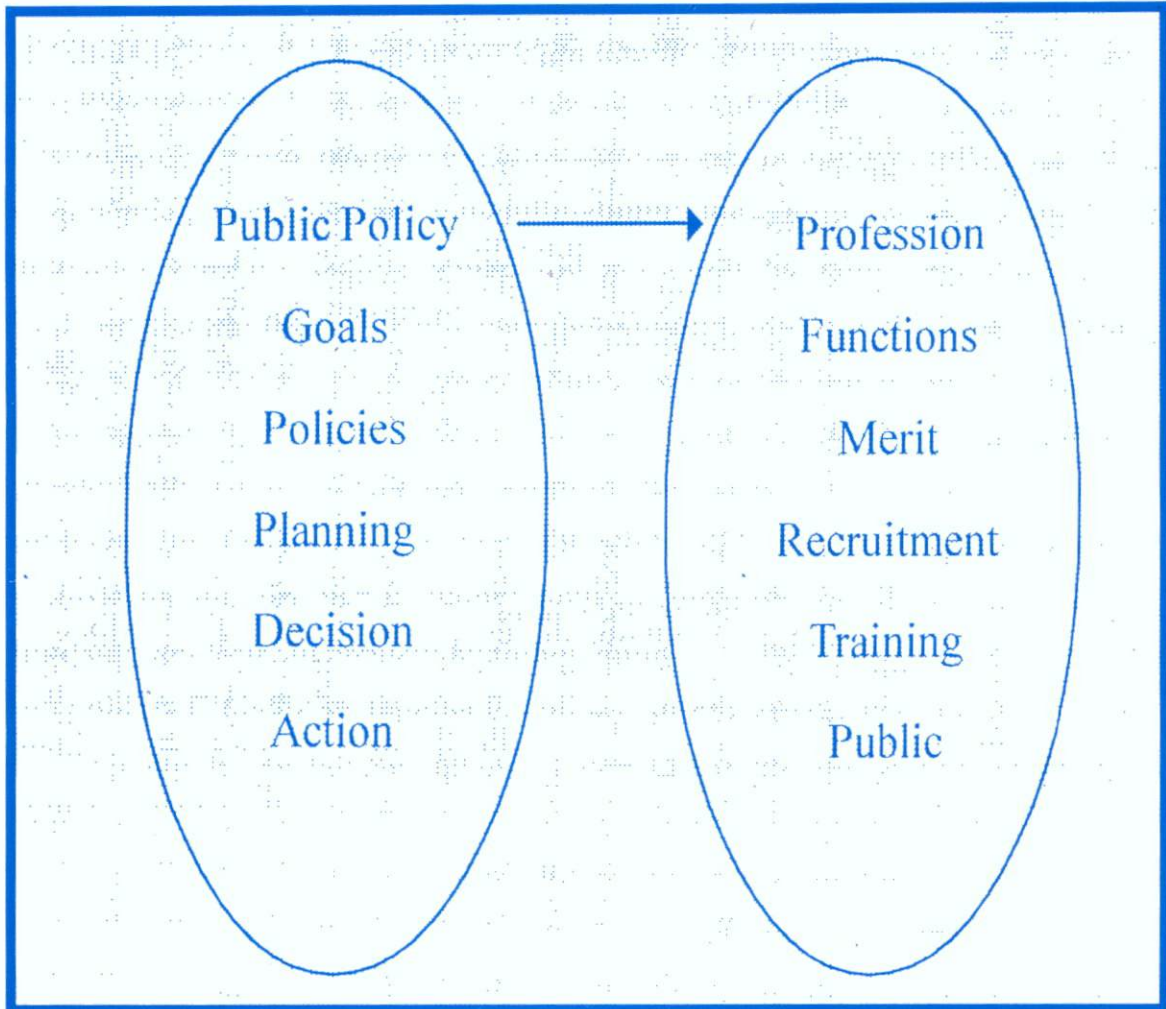


KARNATAKA STATE OPEN UNIVERSITY  
Mukthagangothri, Mysore - 570 006

**Political Science**  
**M.A. (Final)**

**English Medium**

## **Public Personnel Administration**



**Course - IV**

**Block - I**

# **KSOU** NATIONAL INTERNATIONAL RECOGNITION



Karnataka State Open University (KSOU) was established on 1<sup>st</sup> June 1996 with the assent of H.E. Governor of Karnataka as a full fledged University in the Academic year 1996 vide Government notification No./EDI/UOV/dated 12<sup>th</sup> February 1996 (Karnataka State Open University Act – 1992). The Act was promulgated with the object to incorporate an Open University at the State Level for the introduction and promotion of Open University and Distance Education Systems in the education pattern of the State and the Country for the Co-ordination and determination of standard of such systems.

- ❖ With the virtue of KSOU Act of 1992, Karnataka State Open University is empowered to establish, maintain or recognize Institutions, Colleges, Regional Centres and Study Centres at such places in Karnataka and also open outside Karnataka at such places as it deems fit.
- ❖ All Academic Programmes offered by Karnataka State Open University are recognized by the Distance Education Council (DEC), Ministry of Human Resource Development (MHRD), New Delhi.
- ❖ Karnataka State Open University is a regular member of the Association of Indian Universities (AIU), New Delhi, since 1999.
- ❖ Karnataka State Open University is a permanent member of Association of Commonwealth Universities (ACU), London, United Kingdom since 1999. Its member code number: ZKASOPENUINI.
- ❖ Karnataka State Open University is a permanent member of Asian Association of Open Universities (AAOU), Beijing, CHINA, since 1999.
- ❖ Karnataka State Open University has association with Commonwealth of Learning (COL), Vancouver, CANADA, since 2003. COL is an intergovernmental organization created by commonwealth Heads of Government to encourage the development and sharing of open learning distance education knowledge, resources and technologies.

**Higher Education To Everyone Everywhere**



**Karnataka State  
Open University**

**Political Science  
Course IV**

## **Block**

**1**

### **Introduction**

---

#### **Unit 1**

**Nature and Importance of Public Personnel Administration**

**1 to 11**

---

#### **Unit 2**

**Scope of Public Personnel Administration, Personnel Administration as a profession**

**13 to 17**

---

#### **Unit 3**

**Factors influencing Public Personnel Functions**

**19 to 29**

---

---

**Course Design and Editorial Committee**

---

**Prof. M.G. Krishnan**

Vice-chancellor and Chairperson  
Karnataka State Open University  
Mukthagangotri , Mysore- 570 006

**Prof. S.N. Vikramraj Urs**

Dean (Academic)-Convenor  
Karnataka State Open University  
Mukthagangotri , Mysore- 570 006

---

**R. Prabhakara**

SG Lecturer in Public Administration,  
Dept of Pol.Science,  
Karnataka State Open University  
Mukthagangotri , Mysore- 570 006

**Course Co-ordinator**

---

**Course Writer**

---

**Dr. S.C. Nagarathnamma**

Dept of Pol.Science,  
Karnataka State Open University  
Mukthagangotri , Mysore- 570 006

**Units 1 - 3**

---

**Developed by Academic Section, KSOU, Mysore**

Karnataka State Open University, **2013**

All rights reserved. No part of this work may be reproduced in any form, by mimeograph or any other means, without permission in writing from the Karnataka State Open University.

Further information on the Karnataka State Open University Programmes may obtained from the University's office at Manasagangotri, Mysore-6

Printed and Published on behalf of Karnataka State Open University. Mysore - 6 by

**Registrar (Administration).**

---

## **Course IV - Introduction**

As a Student of Political Science, you have to study Course - IV Public Personnel Administration

You, as a citizen of this country has certain responsibilities and duties. In order to fulfill these in an effective manner, you must have the knowledge about, how our state and government functions? who are responsible to run the administration? who are the persons who guide the administration? etc. If you study this paper you will be aware how the state through its agency, government tries to achieve its goal. In order to achieve this goal, government is run by elected representatives who are not experts in any field. For exp., Science or Technology. They will come to power as they are backed by Political parties and elected by the people, and they are the real rulers. They are responsible to the people answerable to people for anything and everything that happens in administration. This administration to be effective and efficient, government needs a body of experts who are specialised in different fields. This is necessary because administration has become complex & technical. The technical and complex nature of administration can be understood and handled only by experts. So every government whatever may be the form depends upon a body of experts who are called as Civil Servants. This body is otherwise called as personnel.

This paper intends to study the nature of the personnel, then how this body is organised, i.e., the problems starting from recruitment to retirement are dealt in this paper. If you study this paper you will definitely come to know the nature, importance and principles of recruitment to retirement. Not only that you will understand the problems, loopholes that exist in the Personnel's selection to retirement.

Regarding every thing connected with this expert body this paper enlightens you. Thus the need to study.

**Dr. T.D. Devegowda**  
**Chairman**  
**DOS in Political Science**  
**KSOU, MGM, Mysore-6**

## **Block I - Introduction**

Block 1 has 3 units. Unit 1 deals first with the nature, characteristics and functions of public personnel. Secondly it tries to explain the different types of personnel system. Finally it also explains the importance of personnel in the modern states to carry on its administration. Unit 2 deals with the scope of public personnel administration, together it considers Personnel administration as a profession. Unit 3 describes in detail the factors which influence the working of personnel functions from inside and outside the system.

---

## **Unit –1 Nature and Importance of Public Personnel Administration**

---

### **Structure**

- 1.0 Objectives
- 1.1 Introduction
- 1.2 Nature of Public Personnel Administration
- 1.3 Characteristics of Personnel (Civil Service)
- 1.4 Functions of Personnel (Civil Service)
- 1.5 Different types of Personnel System
  - 1.5.1 Bureaucratic system
  - 1.5.2 Aristocratic system
  - 1.5.3 Democratic system
- 1.6 Importance of Personnel Administration
- 1.7 Let us Sum up
- 1.8 Key Words
- 1.9 Books for Study
- 1.10 Answers to Check your progress exercises.

---

## **1.0 Objectives**

---

After going through this unit you will be able to

- Understand the nature, characteristics and functions and
- Know the importance of public personnel administration

---

## **1.1 Introduction**

---

Personnel move the administrative machinery. Whatever administration does to implement policies, laws, rules and regulations, is all done by human beings. Well thought out and well considered policies, plans and programmes fail to succeed; and the best organizations based on sound principles, breakdown if the available human material is not competent to manage the public affairs. Public administration is a human problem, and the quality of the available human beings determines the efficiency of the administrative system of the country. No activity of public administration can be performed without competent personnel well planned organizational structures have failed due to the inefficiency of the personnel who were running these organizations.

With the expanding activities of the state, the role and importance of personnel is also increasing when governments followed laissez-faire policy, States confined their functions only to the maintenance of law and order in the society, the role of personnel was also very much limited. But, under the impact of science and technology social problems have become complex. The result is that the activities of the state have increased tremendously. Now, the states call themselves welfare states, where in the states tries to promote the welfare of individuals from birth to death. Thus, the activities of the modern states are vast and varying. The state is everywhere and no citizen can escape the influence and impact of the state. The state reaches the citizens through the civil servants or personnel who are “trained, skilled, permanent, paid body of professional officials”.

The problems of modern society which are complex cannot be left to the care of untrained, unsalaried, illiterate and unwilling officials. The personnel system of the seventeenth and the eighteenth centuries which was based on unsalaried and untrained civil servants is not suitable to the requirements of the present times. Now, the state requires a body of skilled, trained and well educated persons to serve the state and implement its plans and programmes.



The modern scientific age is also characterised by specialisation of functions and division of labour. The political executives alone cannot perform all the tasks. So, technically qualified personnel are employed for performing different jobs of administration. The complexity of administration has created the necessity of a professional class of civil servants or personnel. These expert administrators collect facts and figures, undertake research, and make plans to satisfy the desire of the people. It has been rightly observed by Herman Finer that "personnel is the sovereign factor in Public Administration".

In this unit, therefore we have to understand the nature, characteristics functions of personnel and forms of personnel systems.

---

## **1.2 Nature of Public Personnel Administration**

---

A government is a complex of organisations to look after the safety and welfare of the people. This is realized by the personnel.

The literary meaning of the term "Personnel" is a body of persons employed in Public administration or private administration. Administration is at the core of all human affairs. Its principal aspects are formulation of policy and its implementation for the attainment of stated objectives in the optimum manner. It is the systematic ordering of affairs and the calculated use of resources aimed at making the desired things to happen and forestalling everything to the country. In the words of Dr. M.P. Sharma, "the employees officers or servants who fill the various positions in an organisation are collectively referred to as "Personnel" or services. Thus the term 'Personnel' denotes all the employees of an enterprise.

Now, let us define 'personnel administration', or we must know what is personnel administration? Different writers have defined personnel Administration as follows Professor Nigro opines, "Personnel administration is the art of selecting new employees and making use of old ones in such manner that the maximum quality and quantity of output and service are obtained from the working force. Professor O.G. Stahl says, "Personnel Administration is the totality of concern with the human resources of organization". According to Tead, "Personnel Administration is the utilization of its best scientific knowledge of all kinds to the end that an organization as a whole and the individuals composing it, shall find that the corporate purpose and the individual purposes are being reconciled to the fullest possible extent, while the working

together of these purposes realizes also a genuine social benefit". Pigors and Myers defines personnel administration as "a method of developing potentialities of employees so that they get maximum satisfaction out of their work and give the best effort to the organisation".

According to G.S. Watkins and others, "Personnel Administration is properly conceived as that phase of management which is concerned with effective utilization of human energies, intellectual and physical in the accomplishment of the purposes of an organized enterprise".

Mr. Jucious has given a detailed definition of personnel administration as "that field of management which has to do with planning, organising, directing and controlling the functions of procuring, developing, maintaining and utilizing a labour force such that;

- a) the objectives for which the company is established are attained economically and effectively;
- b) the objectives of all levels of personnel are served to the highest possible degree;
- c) the objectives of the community are duly considered and served".

Thus personnel administration is that branch of public administration which can help an organisation in the management of personnel resources. It uses well thought out principles, practices and rationalized techniques in selecting retaining and developing personnel for the fulfillment of organisational objectives systematically and scientifically. Personnel administration is the art and science of policy – making, planning, decision-making, organising, directing, controlling and motivating, human resources for securing, maintaining, developing, integrating, involving, human environment for the blooming iof human skills and capacities in an organisation, to secure organisational and social objectives as well as employees satisfaction. Under good personnel system, the personnel in an organisation would direct action towards a common goal in a co-operative and co-ordinated fashion.

Personnel administration is systematized, specialized knowledge and technique which can help the organisations in administering their personnel for optimum performance. It is becoming complex day dy day. Until and Unless, we understand all the implications of such an administration, we may not be able to reap the potential benefits of the personnel engaged in an organisation. A large number of training institutes have sprung up in all the countries at all level to impart the training in the art of personnel administration. All the organisations have

set up personnel departments to administer and manage their personnel efficiently. Thus, personnel administration is a definite art which can be learnt and practiced to produce pre designed output. It is an art as it can help to direct and guide the efforts of those involved in the implementation of policies of an organisation efficiently and systematically.

**Check Your Progress - 1**

*Note:* 1) Use the space given below for your answer.

2) Also check your answer with the clue given at the end of the Unit.

**1. Explain the Nature of Personnel Administration.**

.....  
.....  
.....  
.....  
.....  
.....  
.....

---

**1.3 Characteristics of Personnel (Civil Service)**

---

Following are the characteristics of the modern Civil service. They are

- a) Civil Service consists of a Professional class of officials who are trained, skilled, permanent and paid.
- b) Civil service are hierarchically organized. There is a well ordered system of superior-subordinate relationship, in which there is supervision of the lower officials by the higher ones.
- c) Neutrality in politics is another characteristic of the civil service.
- d) Anonymity is also another feature.
- e) Impartially is rendering service is another characteristic of the modern civil service. This means civil servants have to apply the laws of the state without showing any favour or preference to any group or section of society.

f) Finally, public accountability is one more important characteristic of the civil service.

---

## **1.4 Functions of Civil Service**

---

The main function of civil servants is to administer the law of the land, second, higher civil service exercise great influence over its political heads in matters of policy formulation, legislation and taxation. Third, civil servants provide expert advice, facts and data without which law making in modern times is impracticable. Fourth, regarding the finance, the civil servants not only prepare the Budget, but also influence the taxation and expenditure policy of the government to a great extend. Fifth, civil servants run the Departments and exercise a great influence on the policy decision of the ministers who seldom have the time or knowledge or skill to formulate the policy unaided. Finally Civil servants also interpret the statutes of the legislature and many times called upon to make rules and regulations under the statute of the Parliament, which is known as delegated legislation. Thus civil Service or personnel are very necessary, that is why they are called as the backbone of the administration.

### **Check Your Progress - 2**

*Note:* 1) Use the space given below for your answer.

2) Also check your answer with the clue given at the end of the Unit.

#### **1. What are the characteristics and functions of Civil Service.**

.....

.....

.....

.....

.....

.....

.....

.....

---

## **1.5 Different types of Personnel System**

---

Professor A.R. Thyagi points out that there are three main types of Personnel systems, namely Bureaucratic, Aristocratic and Democratic

### **1.5.1 Bureaucratic system**

This is a system of personnel administration under which all the employees are organized into a hierarchy of officers, each with a well defined sphere of duties and responsibilities. This is done in order to minimize chances of personal considerations in the performance of public duties and to increase efficiency. Max Weber, an eminent German Sociologist describes it as, "a system of administration characterized by expertness, impartiality and the absence of humanity". Conceived in this sense, bureaucracy is a feature of all large scale undertakings public or private.

Its main features are

- a. technical specialization
- b. hierarchical organization
- c. The legal frame work which means all its functions and activities follow well defined procedures, rules and regulations and
- d. Political neutrality

The bureaucratic system of personnel administration has been criticized by very eminent authorities, as the 'New Despotism', 'Road to serfdom' and 'un-responsive'. Even with all these criticisms, it exists even today in various degrees.

### **1.5.2 Aristocratic system**

This personnel system which began and developed in England has been adopted by India, France and other Western democratic countries. This system has its roots in the 18<sup>th</sup> century aristocratic democracy of England.

The main distinguishing feature of the system is that there is a sharp distinction made between the different grades of personnel and promotion from lower to the higher is either completely debarred or strictly restricted. Second, the appointment management and promotion etc of this higher class are not subject to the civil service rules but depend upon the discretion of the chief executive. Third, this class of civil servants are recruited through competitive examination of a very high standard. Fourth, another important feature is that public service is sought to be made a permanent career, which is usually called 'professionalism' in public

administration.

The main advantages of the system are

- a) combines the principle of representative government with that of efficiency;
- b) possesses the services of trained and experienced statesmen.

Therefore, this system is adopted by all the 'dominions of England, and other democratic countries of the world, but not USA.

This personnel system has its own defects. The chief criticism this system is that it is undemocratic in as much as it creates a class rather than a representative civil service. Second, also creates a class of conservative minded administrators who are reluctant to execute radical reforms in the country. Third criticism of the system is directed towards the low age limit. Lastly, it closes the door to lower grade employees. This is against democratic principle.

### **1.5.3 Democratic System**

This system is very familiar in the United States of America. It is called the democratic system, because it is based upon democratic principles, namely "no one person has any more intrinsic right to official station than another", as President Jackson had opined.

Important features of this system are,

- a. persons all along their life may end public services,
- b. no class division in the services and no restrictions on promotion from one class to another.
- c. At the time of entry to the service specialisation is required.
- d. Public service is not a life career

The greatest advantage of the system is that it is based upon the democratic principle. It is based on merit system rather than birth or wealth. It provides equal opportunity to all, merit being the sole determining factor. It also provides incentive through the adoption of the unrestricted system of promotions. Lastly, there being no age restriction, it provides a larger scope of selecting the public personnel with more capability.

But it has its defects. The greatest defect of this system is the emphasis on the technical side of public administration. And another defect is that this system does not encourage young men to accept public service as a life career.

**Check Your Progress - 3**

*Note:* 1) Use the space given below for your answer.

2) Also check your answer with the clue given at the end of the Unit.

**1. What are the different types of Personnel system?**

.....  
.....  
.....  
.....  
.....  
.....  
.....

---

**1.6 Importance of Personnel Administration**

---

The efficiency of public Administration mainly depends upon the nature of personnel. If management means getting results through people, then management is nothing more than personnel administration says Paul H. Appleby. It is said that personnel or the concept of people who work in an organisation constitutes the cornerstone of management. Since, the personnel is the back bone of public administration we should study it to analyse problems and can suggest remedies, Dr. Herman Fiver rightly remarks, 'Personnel is Sovereign'. If men and women are competent enough, they can give life even to inexact, confused and rough-hewn demarcations that is, why personnel is the sovereign factor in public administration. Further, he observes: 'though the President, the Parliament, the Cabinet may reign, the Civil service governs.'

The Problems of modern government are too complex to be handled by untrained and amateur politicians. Hence, the personnel is bound to play its crucial role in the administration. Ramsay Muir, has rightly remarked that the majority of legislative proposals are nominally the work of Parliament, but really the work of bureaucracy. Herbert Morrison called bureaucracy

as the price of parliamentary democracy.

In recent years, there has been steady growth of public service in various countries. In America there were 2,840,000 public employees in the federal government in 1974/ (O.G. Stahl p. 14). As regards India, according to the Second pay Commission Report, the number of central government employees on April 1, 1948 was 14, 45,050. In 1971, its strength increased to 29.82 lakhs, and in 1984, the strength of civil service increased to 37.84 lakhs. (Avasthi & Maheshwari Public Administration, Page 212-213). The increasing trend of public service is one of the important aspects in the study of personnel administration.

Further, certain trends are emerging in the public services of many countries, such as increasing powers in the hands of civil service. Shift from negative work to positive work, change in the traditional concept of civil service neutrality, controversy between the generalists and the specialists administrators, and increasing emphasis on integrity in administration. A dynamic personnel administration should study these trends and devise means to cope with the problems created by these trends. Here, lies the importance of personnel in administration.

**Check Your Progress - 4**

*Note:* 1) Use the space given below for your answer.

2) Also check your answer with the clue given at the end of the Unit.

**1. Explain the importance of Personnel?**

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

---

**1.7 Let us Sum up**

---

In this unit, an effort has been made to explain in detail, the nature of public personnel administration with the characteristics, functions of civil service and different types of personnel. Also it explains the importance of personnel in the modern society.



---

## 1.8 Key words

---

Optimum	-	best condition
Forestalling	-	anticipate
Anonymity	-	state of being unknown
Neutrality	-	impartial
Committed	-	pledge
Personnel	-	a body of officials
Tremendous	-	great
Sovereign	-	important, powerful
Potential	-	capable
Hierarchical	-	ladder type
Amateur	-	unskilled

---

## 1.9 Books for Study

---

O. Glenn Stahl	-	Public Personnel Administration
A.R. Thagi	-	Public Administration
Avasthi & Maheswari	-	Public Administration
S.L. Goel	-	Public Personnel Administration
F.A. Nigro and L.G. Nigro	-	Modern Public Administration
C.P. Bhambhri	-	Public Administration

---

## 1.10 Answers to Check Your Progress Exercises

---

### Check your progress -1

1. See section 1.2

### Check your progress -2

1. See section 1.3 & 1.4

### Check your progress -3

1. See section 1.5 & its subsections.

### Check your progress -4

1. See section 1.6

NOTES

A series of horizontal dotted lines for writing notes, spanning most of the page width.

---

**Unit 2      Scope of Public Personnel Administration. Personnel  
Administration as a profession**

---

**Structure**

- 2.0 Objectives
- 2.1 Introduction
- 2.2 Scope of Public Personnel Administration
- 2.3 Personnel Administration as a Profession
- 2.4 Let us Sum up
- 2.5 Key Words
- 2.6 Books for Study
- 2.7 Answers to Check Your Progress exercises

---

## **2.0 Objectives**

---

After going through this unit you will be able to

- Know the scope of Public Personnel Administration
- To understand Public Personnel Administration. as a profession

---

## **2.1 Introduction**

---

Personnel Administration is now recognized as a well established academic discipline. Personnel move the administrative machinery, that is why it has been rightly said that human rather than capital is the key to development. The quality of the institutions seen by the government would be dependent to a great extent upon the quality of the employees engaged in their operation. Personnel is an organization are an independent variable in the sense that even the contribution of money and material to performance depends substantially upon their manipulation by men in an organisation. Hence, in this unit we are studying the scope of public personnel administration, and also, how it has developed as a profession.

---

## **2.2 Scope of Public Personnel Administration**

---

The Scope of Personnel Administration is becoming diversified as the number of personnel is increasing in magnitude and complexity. Due to the following reasons the scope of public personnel administration has increased they are,

### **a. Personnel Functions**

Personnel administration has to concentrate on various aspects like recruitment, training, promotion conditions of service, employees welfare, employees/employer relations. Recently, there has been interest in the process of morale and motivation to enhance the efficiency of personnel.

### **b. Environmental Linkage**

Personnel administration has to develop links with immediate, intermediate and external environment to make itself effective and efficient. In this context, the most important is the link with the political elite without whose direction the personnel administration cannot function.

### **c. Constitutional Provisions and Executive orders.**

Personnel administration has to function in accordance with the constitutional provisions and executive orders. Therefore, there is a need to understand the provisions in the Constitution to understand the scope and limitations of authorities to deal with the personnel issues and problems. Since, there is an independent judiciary to deal with various personnel issues, so there is also need to understand the role of judiciary vis-à-vis personnel administration.

### **d. Personnel Associations or Unions**

The employees unite in the form of unions or associations to get their genuine grievances removed. Many of these associations/unions are legally recognized. Therefore, there is a need to know their role in personnel administration.

### **e. Responsibility to legislature through the Executive**

We have to study the role of parliamentary institutions like Ombudsman, Parliamentary Committees, Lokpal, LokAyukt to understand the relationship between personnel administration and the beneficiaries or people at large. In addition, we have to study the responsibility of personnel administration to the legislature through the ministers or the legislative committees.

Summing up, we can say the personnel administration implies proper planning for work, selection, placement and training of employees so selected and distribution and assignment of work among them. It includes supervision, conduct and discipline, motivation, communication and welfare, grievance settlement, terms of employment etc. it also deals with all other auxiliary functions starting from recruitment to retirement. Personnel administration functions are comprehensive and cover the entire work career of the employees vis-à-vis the organisation. This function is universal and is useful for all organisations whether government, industry, hospital, universities or even private institutions. That is why it is now recognized as a well established academic discipline.

---

## **2.3 Personnel Administration as a Profession**

---

The Characteristics or attributes of a Profession are the following: A corpus of knowledge, social responsibility, prolonged training and education before practice, code of conduct and the development of professional bodies. Personnel administration to-day has

developed into a profession in the context of industrial and commercial enterprises. It has not developed as a profession within the machinery of government as we still believe that any executive in the administrative hierarchy can manage these functions. Personnel administration is not a profession for the following reasons,

- a. Lack of special training to personnel officers,
- b. Lack of Personnel system and personnel policy resulting in confusion to personnel offers.
- c. Low position of personnel officers in the organisation and
- d. A poor self-image of personnel officers.

However, the feeling is gaining ground in the government that there should be human resources experts well versed in the diverse aspects of personnel administration. It is being realized that such personnel specialists can contribute meaningfully to their organisations and administer personnel departments effectively. The progress achieved so far has been limited. It needs to be speeded up with the help of well equipped training institutes and universities.

**Check Your Progress - 1**

*Note:* 1) Use the space given below for your answer.

2) Also check your answer with the clue given at the end of the Unit.

**1. Explain the scope of Public personnel administration.**

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

## 2. Whether Public Personnel Administration can be considered as a profession?

.....

.....

.....

.....

.....

.....

.....

---

### 2.4 Let us Sum up

---

In this Unit, there is an effort to understand the scope of public personnel administration and also to know, whether public personnel administration is being treated as a profession or not.

---

### 2.5 Key Words

---

- Capital - money
- Diversity - vary
- Magnitude - big size
- Elite - best known civil servants
- Vis-a-vis - in relation to
- Ombudsman - an institution appointed in France to solve and give relief to the personnel problems.

---

### 2.6 Books for study

---

- S.L.Goel - Public Personnel ADministration
- O.G.Stahl - Public Personnel Administration

---

### 2.7 Answers to Check your Progress Exercise

---

#### Check your progress -1

1. See Section 1.3
2. See Section 1.4

## NOTES



---

## **Unit -3 Factors Influencing Public Personnel Functions**

---

### **Structure**

- 3.0 Objectives
- 3.1 Introduction
- 3.2 Factors influencing Personnel Functions
  - 3.2.1 Expansion of modern government
  - 3.2.2 Impact of Technology
  - 3.2.3 Politics and Patronage
  - 3.2.4 Recognition and Prestige
  - 3.2.5 Political Leadership
  - 3.2.6 Working Conditions
  - 3.2.7 Special interest groups
  - 3.2.8 Attitude of the citizens.
- 3.3 Let us Sum up
- 3.4 Key Words
- 3.5 Books for Study
- 3.6 Answers to check your progress exercises

---

### **3.0 Objectives**

---

After going through this unit you will be able to

- Understand the internal and external factors which influence the personnel functions.

---

### **3.1 Introduction**

---

Personnel system must be in consonance with the internal and external environment. Sir Jan Bancroft in his Article "The Civil Service in the 1980's has said, 'Changes do not occur in a vacuum. They occur because of a perceived need for change either internal to the organisation or from without'".

'Bureaucracy or Civil Service consisting of individuals is like other individuals very much influenced by the socio-cultural and political environment in which it operates. Constant interaction with the internal and external environment make a great impact on the functioning of the bureaucracy and the together with their orientation defines their behaviour and role" says D.P. Warwick.

Therefore, there is a great need to understand the ecological factors which impinge upon the performance of the personnel administration. It should not be understood that the ecological factors in any way limit the performance of personnel administration, but their understanding would help the personnel responsible for administration to take the necessary changes in the policies and plans of personnel administration or to modify the ecology to ensure best results.

As it is with the human side of management and in view of the large portion of almost everyone's life spent in a work situation, the personnel function is in a central role in the processes and problems of civilization. As we have noted already it supplies a major linkage of an organization with its environment and this is especially true when the organization is a public agency serving all citizens. Personnel administration is greatly influenced by the society as a whole, and it must be responsible to those impacts and in turn it may exercise a profound effect on the operations of Society.

---

### **3.2 Factors influencing Personnel Functions**

---

Thus personnel administration is susceptible to various influences, both from outside

and inside. Let us examine these influences. The most pervasive influence on public personnel functions in modern times has been the expansion of government. There are other factors also, which we study one by one.

### **3.2.1 Expansion of modern government**

Expansion of modern government everywhere affecting principally the scope and magnitude of public employment and contributing therefore to its complexity and dynamism, says O.G. Stahl

It is a fact that there is a tendency to accept government employment as an enormous balance wheel and a model in the economy. To some extent this is unavoidable, but the effect of this tendency on the effectiveness of public policy is greater. In this milieu the view of the government as an overwhelmingly important employer, entitled to acquire the ablest personnel it can attract, so that the objectives and ideals of the government will be implemented effectively.

In an era of big government and welfarism, the role of personnel is crucial and important. Personnel or the 'Man-power' is well recognized both as an economic and social resource. To meet the challenges of the modern government, which are big and welfare government, the society requires the personnel which is well-trained, efficient and honest. professional, technical and skilled man power is the need of the hour.

Therefore, there is a need to design properly structured personnel departments staffed by competent personnel.

### **3.2.2 Impact of Technology**

We are aware of the fact that state has acquired an unprecedented array of technical functions. We have also observed the expanding range of occupations embraced as a result of which the influence of a technological age runs still deeper.

Due to ever increasing skills with the acquisition of higher education, persons with such qualification tend to have shorter careers, i.e., they become more mobile. Professionals especially think that they need not be attached to any one employer, but to look for better ones. They are more likely to look upon employment in the civil service i.e, government as an

interlude rather than an exclusive career.

Government agencies still imbued with the ideal of arranging competent people in their youth and holding them for life long career. This approach is to be revised. O.G. Stahl says, "Personnel system must make accommodation to the 'in and out' type of career". He further says, that policies which accept and encourage entry at all levels and departures for long periods with no loss of privileges are the order of the day. Actually this situation has been a blessing in disguise for it helps to keep a bureaucracy in touch with the society it is supposed to serve in a way in which corps of civil servants insulated for life from other pursuits can rarely achieve. But personnel administrators must be prepared with new flexibilities in recruitment in pay in tenure and in retirement provisions.

Another effect of growing technology is on in service training. Infact, it has been the single strongest influence in training's coming of age. Government spend lot of money on its employees and expects efficiency from them. But it is a different story. Many professionals, particularly scientists who think that they need special privileges have spent more time seeking further aggradizement of their status than in doing their jobs.

Infact, the age of technology imposes obligations as well as prestige upon the scientists in government. Scientists are also part of public service who have special responsibilities and who must rise above their specialisation and must discharge their duties efficiently and they must show their loyalties to the public objectives and programmes. Whatever may be the influence of technology has its own effect on administration which is very great.

### **3.2.3 Politics and patronage**

Even after the adoption of the merit system, 'Politics and Patronage' are introducing into the personnel administration. Important posts of the American Public Service are still filled following the philosophy of 'spoils system', or according to the principle Americans believe, they need the jobs to ensure responsibility. In the same way even in other countries may not be spoils system, but political patronage are introducing into the personnel administration. At the time of recruitment postings, promotions, the role of the politicians could be seen. Therefore, the effects of political patronage are more serious on administration.

The success of personnel administration depends upon the quality of its constituents,

i.e., the ability, intelligence and competence of personnel appointed in any organisation. But government jobs are hardly compatible with the ideals of competency and impartiality where the infection exists, it thrives not only at the point of entrance, but in every aspect of personnel movement, utilization and reward. A career supervisor who gained his post on merit can have no discipline over politically appointed subordinates.

Related to this, legislators also misuse their power over appropriations or sub-ordinate legislation which are beyond their rightful jurisdiction. O.G. Stahl points out that, "in an effort to please a constituent or satisfy his own whims, a legislator may try to influence an appointment or promotion or interfere with a proposed separation". If this phenomenon continued (we know it is) personnel administration will be highly politicized and the competent and efficient employees may not work properly.

Above these, if the patronage system continues, the classical characteristics of the civil service namely, anonymity, neutrality and integrity will vanish. The Administrative Reforms Commission in India also has consistently adhered to this view that the service should not be politicized. In this way, the personnel functions are affected to a great extent due to politics and patronage factors.

#### **3.2.4 Recognition and Prestige**

Recognition and reward for the outstanding service will go a long way in influencing public personnel function. When the employees get due recognition for their work they will develop the team spirit and a sense of involvement. Infact, the ARC rightly recommended "to motivate the average employee to take more interest in his work. It said that recognition of outstanding work should be done by means of commendatory certificates and incentive awards. The ARC further recommended that "an exemplary or special achievement by an employee may be recognized by grant of medals as is practiced at present in the police department. (ARC Report on Personnel Administration P 112). On America National Civil Service League, the Rock-Feller Foundation and other Public Spirited organisations actually recognize outstanding civil servants with significant awards.

Prestige is also a very important factor in the field of administration. A healthy public service is characterised by a high prestige and a high morale. Prestige means the attribution of

social appreciation which may attach to a person a group or an institution. In recent years, public service has been considered as the prestigious service in most countries of the world. The Second Hoover Commission in America has stressed the need to enhance the prestige of the public employment as the best insurance for attracting high quality manpower. It is the duty of the government and people to inculcate a sense of pride in the public service which is the end of the whole personnel system from recruitment to retirement. Otherwise it has its own effect on personnel function.

### **3.2.5 Political Leadership**

We know that there is a close relationship between policy and administration. The power of career bureaucrats over policy making is less compared with political executives. Politically elected executives must give leadership to and make use of the bureaucracy. This is part of the machinery of responsiveness and accountability. It is to be sharply distinguished from patronage practices. The proper use of the public service is a reward for them. But it creates another strong tug on the arm of the personnel function.

A charismatic leader who is endowed with exemplary character and prodigious heroism will inspire the bureaucracy to carry out public functions efficiently and promptly. To-day, we are in need of charismatic leaders like Jawarlal Nehru, Mao, Nasser and Ho-Chi-Minh. Further, as O.G. Stahl rightly remarks, personnel should develop an attitude of responsiveness to political leadership without sacrificing professional integrity. He also says, "independent mindedness must also be in delicate balance with loyalty to superior officers". The Civil servant need not be afraid of his political boss while giving advice and he must state his case emphatically when we thinks that his boss is wrong. Even if the political leadership is changed, the civil servants should not surrender their courage, neutrality and honesty. Thus both political leaders and public servants must recognize their respective roles on the basis of mutual respect and understanding. This will ensure a sound personnel system. The Civil service should not collapse by falling prey to political opportunism, but carry out the public functions promptly and efficiently.

### **3.2.6 Working Conditions**

Working Conditions in any organization certainly influence the personnel function to a

very great extent. Security of Job reasonable opportunity for promotion, attractive salary, good office with facilities and retirement benefits are very important not only to attract the best talent but also to develop morale among the employees. If personnel are adequately paid, made to feel secure, offered enough promotional opportunities and protected from victimization, they cannot be expected to display necessary rectitude in running the administration.

### **3.2.7 Role of Special Interest Groups.**

As in the case of other governmental activities, the public personnel has its own special interest groups. Unfortunately, these groups are not so influential as to present a united front of substantial power in support of sound administration. Even in America it is so.

Even employee unions rarely concentrate their energies to support sound administration. Their chief orientation being towards gaining improved conditions for their membership, with or without regard to the public interest. Occasionally, in a crisis, their services can be counted on to defend the merit system, but few of the great advances in personnel administration can be ascribed to their initiative. For example established norms for technically sound personnel operations. That does not mean organizations are not necessary. They are needed to foster the welfare of government employees. According to O.G. Stahl, "rather it is simply to say that there is ordinarily no special interest group in any jurisdiction doing battle in the legislative halls continuously bring about better, more imaginative, more creative personnel management. There are efforts to improve the efficiency of personnel by interest groups.

Infact, interest groups can play a great role to motivate employees like lobbying for new law or policy. New law or policy can be strongly advocated by interest groups only if it promises to save money or if the law ensures benefits for some public employees (Concerning women or minorities)

But, only few influential voices speak out for the interests of the public in general, namely for high quality performance and management in government services. Government employees have no powerful interest groups among the general citizens actively pressing for such measures as improved recruitment, more adequate research facilities or broader training and educational programmes. Initiative of such measures almost invariably must come from

within the bureaucracy. Thus the absence of special interest groups to motivate the excellence of the personnel has its own influence on personnel functions.

### **3.2.8 Attitude of the public**

No analysis of environmental influences is complete without some discussion of the susceptibility of the civil service to mercurial public attitude towards it. The prestige of public services are definitely influenced as much external factor as they are to internal behaviour.

Administration is never something apart from people and their needs; rather it is the means by which these needs are met and the administrator who thinks of his organisation as something apart from the community will fail to recognize significant problems of the citizens and the administration will not be in a position to deliver the goods.

While democratic responsiveness requires considerable attention to methods for citizen participation, open hearings and free inquiry by the news media, like all good things such procedures can be pressed to the point of absurdity. When performed without regard to the need for careful technical analysis and reflection, with too much insistence on current and continuous disclosure and on decision making before citizen observes the consequences of this pre occupation generally approach to administration, killing the initiative and innovation and in the long run a subversion of the benefits of a more rational openness in managing the public weal.

Another effect of over pressure by the citizens to resort to courts, has resulted in restraining executive agencies. Too much influence from the judiciary in administrative matters may also kill the initiative of the civil services.

Infact, instead of killing the initiative by criticizing negatively positive approach is needed by the citizens. It is true over the years, thoughtful leaders in business, education and politics have spoken up to give the public service its due, by recognizing outstanding civil services with significant awards. Professional associations and other groups often honour public employees for achievements in the service of the society.

At the same time, the civil service must know, that it is a fact of life to which the public employees must be alert, make efforts to eliminate the flaws in the service and show its qualities and effectiveness without inhibition. If the citizens grievances are allowed to mount up, the



dissatisfaction with the administration may add to existing social unrest and tensions, as we see in India. The phenomenon of growing social discontent which erupts into frequent acts of violence finds substance in the citizens frustration with the administration, therefore, citizens faith in administration should be reinforced by the service with their quality of administration. This is important both for political stability and preservation of the social fabric. Thus it can be said, the attitude of the public on administration has its own effect on personnel functions.

Thus the range of influences upon personnel function is obviously broad and penetrating. Its impact on society is, in turn equally impressive. The role and functions of the civil service varies from country to country depending on its political system, social and economic factors.

**Check Your Progress - 1**

*Note:* 1) Use the space given below for your answer.

2) Also check your answer with the clue given at the end of the Unit.

**1. How expansion of the government influences the personnel functions?**

.....  
.....  
.....  
.....  
.....  
.....

**2. Which are the other factors influence the personnel functions? Write briefly.**

.....  
.....  
.....  
.....  
.....  
.....

---

**3.3 Let us Sum up**

---

In this unit you can find a detailed discussion about the internal and external factors which influence the personnel functions in any country. These factors vary according to the

political system of that country apart from socio-economic factors. In case these factors are taken into consideration in a positive sense by the civil service and if the civil service tries to eliminate the flaws and show efficiency and effectiveness, then definitely, not only there will be stability in administration but also development for which the personnel will be praised and rewarded.

---

### 3.4 Key Words

---

Impinge	-	Strike against
Profound	-	great insight
Milieu	-	era (period)
Tug	-	pull up with effort
Rectitude	-	moral uprightness
Imbued	-	inspire
Pursuit	-	pursuing
Aggrandizement	-	increase in power or rank
Intrude	-	force upon
Compatible	-	agreeable
Adhere	-	stick to
Weal	-	welfare
Prodigious	-	enormous
Array	-	arrange, adorn
Consistently	-	uniform in thought or action
Mercurial	-	active

---

### 3.5 Books for study

---

O.G.Stahl	-	Public Personnel Administration
-----------	---	---------------------------------

- S.L. Goel - Public Personnel Administration  
C.P. Bhambri - Public Administration  
Avasthi & Maheswari - Public Administration

---

### **3.6 Answers to check your progress exercise**

---

#### **Check Your Progress -1**

1. See subsection 3.2.1
2. See subsections 3.2.2 & others.

## NOTES

A series of horizontal dashed lines for writing notes, arranged in a regular grid pattern across the page.

# NOTES

A series of horizontal dashed lines for writing notes.

## NOTES

ಆದೇಶ ಸಂಖ್ಯೆ : ಕರಾಮವಿ/ಅಸಾವಿ/4-061/2013-2014 ದಿನಾಂಕ : 21-12-2013

ಒಳಪುಟ : 60 GSM ವೆಸ್ಟ್‌ಕೋಸ್ಟ್ ಪೇಪರ್ ಮತ್ತು ಹೊರಪುಟ : 170 GSM ಫಾರಿನ್ ಮ್ಯಾಟ್ ಆರ್ಟ್ ಕಾರ್ಡ್

ಮುದ್ರಕರು : ಪೂರ್ಣಿಮಾ ಪ್ರಿಂಟರ್ಸ್, ಬೆಂಗಳೂರು. ಪ್ರತಿಗಳು : 200



# Karnataka State Open University

Mukthagangotri, Mysore - 570 006

The Open University system has been initiated in order to augment opportunities for higher education and as an instrument of democratizing education.

*National Education Policy 1986*

