
BLOCK 3
PERSONNEL MANAGEMENT

THE PEOPLE'S
UNIVERSITY

BLOCK 3 : PERSONNEL MANAGEMENT

UNIT 7

Personnel Management: Recruitment and Promotion

UNIT 8

Personnel Management: Training of Civil Servants

UNIT 7 PERSONNEL MANAGEMENT: RECRUITMENT AND PROMOTION*

Structure

- 7.0 Objectives
- 7.1 Introduction
- 7.2 Meaning, Significance and Types of Recruitment
- 7.3 Recruitment of Higher Civil Servants in BRICS
 - 7.3.1 Recruitment in Brazil
 - 7.3.2 Recruitment in Russia
 - 7.3.3 Recruitment in India
 - 7.3.4 Recruitment in China
 - 7.3.5 Recruitment in South Africa
- 7.4 Promotion of Civil Servants in BRICS
 - 7.4.1 Promotion of Civil Servants in Brazil
 - 7.4.2 Promotion of Civil Servants in Russia
 - 7.4.3 Promotion of Civil Servants in India
 - 7.4.4 Promotion of Civil Servants in China
 - 7.4.5 Promotion of Civil Servants in South Africa
- 7.5 Conclusion
- 7.6 Glossary
- 7.7 References
- 7.8 Answers to Check Your Progress Exercises

7.0 OBJECTIVES

After studying this Unit, you should be able to:

- Explain the meaning, importance and types of recruitment in personnel administration;
- Describe the process of recruitment of civil servants in BRICS; and
- Discuss the promotion system of higher civil servants in BRICS.

* Contributed by Dr. Bharati Garg, Assistant Professor, Department of Public Administration, Panjab University, Chandigarh

7.1 INTRODUCTION

The state performs large number of functions to achieve the goals of a modern welfare state. The effective performance of these functions requires an efficient body of civil servants who are skilful and trained to make and implement social welfare policies as per the needs of society. The quality and efficiency of the civil service depends upon the policy of recruitment. If the recruitment policy is good, then the country will have better and efficient civil servants and administration will be successful.

7.2 MEANING, SIGNIFICANCE AND TYPES OF RECRUITMENT

Recruitment is the most important aspect of public personnel administration. The efficiency of the government machinery and the quality of the services rendered by it depends upon the soundness of its recruitment system. In the words of Glenn O' Stahl, recruitment is the "cornerstone of the whole public personnel structure. Unless recruitment policy is soundly conceived, there can be little hope for building a first rate staff". Recruitment means filling up the vacant posts in civil service with the best qualified and most competent persons. There are two methods of recruitment, viz., direct recruitment and indirect recruitment (recruitment from within or promotion).

7.3 RECRUITMENT OF HIGHER CIVIL SERVANTS IN BRICS

In this Section, we are going to discuss the recruitment process of civil servants in BRICS countries.

7.3.1 Recruitment in Brazil

In Brazil, public servants are hired through an open, competitive entrance examination known as Public Contests. In this examination, staffs enter the public service through a competitive selection into a narrow career and often cannot change to another career without passing another entry-level competitive examination and positions are filled through the examination score. The test is focused mainly on the academic skills and knowledge. This is mainly a multiple choice test and candidates are tested on a range of subjects relevant to the civil service. In some cases, those who pass the entrance examination may have to write specific and analytical examination administered by relevant ministries working closely with the Ministry of Planning, Budget and Management. This might be followed by interviews.

In Brazil, the entrance examinations are administered centrally by the Ministry of Planning, Budget and Management, but the exam itself is outsourced to statutory agencies and private sector organisations. The statutory agencies include the National School of Public Administration and the National School for Finance and the most common private agencies are the Centre for the Study

of Perceptual Experience (CESPE), the Getulio Vargas Foundation also known as Fundação Getulio Vargas (FGV), ESAF established in Universities and the Oswaldo Cruz Foundation (FIOCRUZ).

Any Ministry requiring recruitments sets the profiles of the positions. It subsequently seeks the approval of the Ministry of Planning, Budget and Monitoring for such positions, including the job profiles. Once approved, the recruitment process begins advertising of the positions in national newspapers and on the website of Government as well as identification and appointment of agencies that will administer the examination. The advertisement contains the minimum qualifications for each position.

This rigorous process is to enable the State to appoint the best and the brightest in Brazilian society into the civil services. The examinations are generally difficult and very few candidates are employed in each round of recruitment.

Recruitment of Senior and Top Management, and Commissioned Officers

Unlike recruitment into the career positions in the public service, that is, based on merit through passing the competitive, open entrance examination, appointments into the DAS system (Direcao e Assessoramento Superiores) and commissioned positions (most senior and top managerial positions) are through discretionary processes by political and administrative leaders of the public service.

Those in these categories can be recruited from within or outside public service. These appointed positions are not part of the “career” civil service and are not permanent positions, although they comprise most senior and top management positions. These discretionary appointments allow political leaders to appoint candidates of their choice, including from outside public service without going through the competitive entrance examination. Through this, the various political parties that are part of the governing coalition bring in their people into government. Appointees to these positions come and go with the political and administrative leaderships that appoint them.

7.3.2 Recruitment in Russia

The civil service of the Russian Federation involves professional service activities of citizens of Russian Federation for the enforcement power of the State. The terms and procedures for entering the federal civil service with the Government Executive Office of the Russian Federation are based on the provisions of the Federal Law On the State Civil Service in the Russian Federation No. 79-FZ of July 27, 2004.

Eligibility for the Civil Service

- a minimum age of 18 years;
- command of the official language of the Russian Federation; and
- the applicant meets the specific qualification requirements, established under the laws on the civil service for the position sought.

Qualification Requirements for Joining the Civil Service with the Government Executive Office

The Russian Federation uses a recruitment system, which is a mix of career based and position based. An applicant will be selected for a civil service position with the Government Executive Office based on competitive examination delegated to the organisational level except those positions requiring an alternative procedure as specified under civil service legislation. The recruitment is predominantly for a specific position rather than general service. When applying for junior positions or after the completion of a fixed-term contract, open competitions do not apply. A shortlist of candidates is made by the Ministers' Human Resource Department to ensure merit-based recruitment, and some use of assessment centres has been implemented. All posts are open to internal and external recruitment, through direct application.

When announcing a vacancy in the civil service with the Government Executive Office, the official Internet portal of the Government of the Russian Federation posts information on the vacancy, the date and procedure for the exam and the list of documents required for consideration. The Competition Jury comprising of representatives of the employer, management body of public service as well as representatives of the scientific and educational institutions, and other organisations invited by the management body of public service at the request of the employer, independent experts on issues related to civil service without specifying personal data conducts interview for the candidates. The number of independent experts should not be less than one-quarter of the total number of members of the competition committee. The position selection process assesses the professional qualifications of the civil service applicant and whether s/he meets the requirements for the civil service position sought.

7.3.3 Recruitment in India

Direct recruitment of higher civil servants in India is done on the basis of merit through the Civil Services Examination conducted every year by the Union Public Service Commission (UPSC). The UPSC Civil Services Examination consists of three stages:

Stage I: Preliminary Examination

Stage II: Main Examination

Stage III: Personality Test / Interview

The Stage I of the civil services examination is preliminary examination, which is a screening test for candidates, and comprises of two papers with questions of objective or Multiple Choice Questions, which is evident in Table 7.1. In addition, table depicts about the name and nature of paper, duration of the examination, total number of questions and marks.

Table 7.1: Civil Services (Preliminary) Examination Pattern

S. No	Name of the Paper	Nature of the Paper	Duration of the Exam	Questions	Marks
1.	Paper I: General Studies	The score will be considered for cut-off.	2 Hours	100	200 Marks
2.	Paper II: General Studies (CSAT)	Qualifying Nature	2 Hours	80	200 Marks
Total				180	400 Marks

There is Negative Marking in the preliminary Examination for each incorrect answer ($\frac{1}{3}^{\text{rd}}$ of the allotted marks of that question). The GS Paper II (CSAT) is of qualifying nature and candidates should score a minimum of 33% in this paper to qualify for the next stage of the exam., i.e., Civil Services (Main) Examination.

The Stage II (Main Examination) is a written examination comprising of 9 papers. The Table 7.2 highlights that Paper A (Compulsory Indian Language) and Paper B (English) are qualifying in nature, while the other papers like Essay, General Studies, Paper I and II are considered for the final ranking. The Indian language Paper included in the civil services examination is as per languages listed in the 8th Schedule of the Indian Constitution. The final ranking of the candidates' is made on the basis of the marks obtained by them in the Main Examination and Personality Test.

Stage III is the interview Stage. Candidates who clear the civil services Main Examination with the set cut off marks qualify for the final stage of the examination, i.e., the Personality Test with the UPSC Board members. In this round, the Board assesses the personality traits of the candidates and questions are asked on their hobbies, current affairs, general knowledge, and on current issues.

Table 7.2: Civil Services (Main) Examination Pattern

S. No	Paper	Name of the Paper	Nature of the Paper	Duration of the Examination	Marks
1.	Paper – A	Compulsory Indian Language	Qualifying Nature	3 Hours	300 Marks
2.	Paper – B	English		3 Hours	300 Marks

3.	Paper – I	Essay	Merit Ranking Nature	3 Hours	250 Marks
4.	Paper – II	General Studies I		3 Hours	250 Marks
5.	Paper – III	General Studies II		3 Hours	250 Marks
6.	Paper – IV	General Studies III		3 Hours	250 Marks
7.	Paper – V	General Studies IV		3 Hours	250 Marks
8.	Paper – VI	Optional Subject Paper I		3 Hours	250 Marks
9.	Paper – VII	Optional Subject Paper II		3 Hours	250 marks
Total					1750 Marks
Personality Test					275 Marks
Grand Total					2025 Marks

Eligibility Conditions

- Candidates who are interested to write the Civil Services Examination and aspire to get the civil services post as IAS, IPS, IFS and others should ensure that they must be Indian citizens.
- Candidates who aspire to become an IAS Officer should have a minimum qualification of graduation from a recognised University.

Table 7.3: Civil Services Examination Age-Limit and Number of Attempts

Category	Age Limit	Attempts
General	32 years	6
OBC	35 years	9
SC/ST	37 years	Unlimited
PwBD	Relaxation of up to a maximum of 10 years	9 (unlimited for SC/ST)

Check Your Progress 1

- Note:** i) Use the space given below for your answers.
ii) Check your answers with those given at the end of the Unit.

1) How the civil servants are recruited in Brazil?

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2) Write a note on recruitment of civil servants in Russia.

3) Discuss the scheme of civil services examination in India.

7.3.4 Recruitment in China

The Civil Service of the People's Republic of China is part of the administrative system of the traditional Chinese government, which consists of all levels who run the day-to-day affairs in mainland China. The objective of civil servant management in China is to make sure that professionally competent people are recruited and promoted and that they remain loyal to the party's ideological and political line. Civil servants in China are normally given lifelong tenure known as "iron rice bowl". Their job security rests not in a civil service statute but through a unified personnel management system that the Civil Service Law has sought to revitalise. All civil servants are managed by the Party, according to detailed regulations relating to recruitment, appointment, transfer, reward, training etc., which supplements the Civil Service Law. Concerning the management of civil servants above the division level, the most important provisions are contained in the "Regulation on Selection and Appointment of Party and Government Leading Cadres" issued in 2002 by the China Communist Party's Central Organisation Department. All these regulations, emphasise the importance of abiding by a number of basic principles in the selection and appointment of leading cadres in the civil service of China. These include openness, equality, competition, and the selection of the best.

Although the selection and appointment are based on meritocratic principles, it is also stressed that cadres should have both integrity and ability and that the party should manage the cadres.

The members of the civil service are selected through a national level competitive examination called National Civil Service Examination or *Guokao* in Chinese to enroll the government employees. It attracts a large number of candidates each year because government jobs, dubbed "golden rice bowls", mean guaranteed job security, steady income and generous benefits. In China, recruitment into the public service is centralised and administered by the State Administration of Civil Service (SASC) in the Ministry of Human Resources and Social Security. The jobs can also lead to membership in the ruling Communist Party, which brings additional prestige. The examinations fill jobs in central, provincial and municipal governments, and applicants can specify the position they are aiming for, which makes some posts more competitive than others.

According to the Regulation on Civil Servant Recruitment released by the Ministry of Personnel in 2007, the recruitment of entry-level civil servants should conform to the following procedures:

- i) Releasing the notice of entrance examinations to the public;
- ii) Checking the qualifications of the examinees;
- iii) Going for Examinations;
- iv) Double checking of qualifications and holding of a health examination; and
- v) Publicising the result, approval and registration.

The Chinese National Civil Services Examination is a five hour long test including a two-hour aptitude test with 135 multiple-choice questions on topics covering language, mathematics, logic, politics, law and culture. This is followed by a three hour long test on writing essays, mainly on policy matters. Those who clear the written rounds and specialised tests organised by different Departments make it to the interview. All the tests are designed to comprehensively assess the candidates' abilities, including psychological potentials, ability to read, analyse and solve the problems.

The candidates appearing for gaokao must be Chinese citizens only, aged 18 year, and with a college diploma or above degree. The newly recruited civil servant is appointed on a probationary period of one year. They have to choose the jobs they are interested in when they register. The examination is only held once a year, so for those taking in part, examination meant nothing short of "do or die".

7.3.5 Recruitment in South Africa

In South Africa, the recruitment to the civil services was delegated to the line departments itself. The Heads of the Department were, therefore, given the responsibility of human resources and it was their task to advertise, recruit, transfer and promote public servants (Public Service Act of 1998 and s 197, ss4 of the Constitution of the Republic of South Africa).

Since 1994, the recruitment system has been open, i.e., all posts, including promotion posts, are advertised inside and outside the public service. It is not a closed career system with entry only at the entry grade and promotion only from within the ranks of the public service. It is a standard practice that promotion posts are advertised outside the public service. The discretion in and the rigor of the selection process is largely in the hands of selection committees.

The process starts with the creation of a post. Before a post is created a job specification is prepared and the job evaluated. The job specification will specify the tasks of the job and the knowledge and skills requirements. For each post or group of posts, an executing authority (the Minister of a department) shall establish a job description and job title indicating the following:

- a) the main objectives of the post or posts in question.
- b) the inherent requirements of the job.
- c) the requirements for promotion or progression to the next salary range, in accordance with a relevant career path. (Public Service Regulations, Chapter 1, Part III, Section I.1).

The job is then advertised. The duties and requirements in the advertisement are derived from the job specification. Posts in the Senior Management Service must be advertised nationwide (Public Service Regulations Chapter 1, Part VII, and Section C.2.3). Other posts may be advertised within the department as a minimum but may also be advertised elsewhere in the public service and outside the public service (Public Service Regulations 1/VII/C.2.4). In practice, all key posts in the public service are advertised outside the public service.

Now the vacancies are advertised by the Department itself, where the job is to be situated, in local newspapers, while vacancies at senior management levels, must be advertised nationally. Candidates apply directly to the department for the job and these vacancies may come at any level. The requirements of the vacancy and tasks are clearly stipulated in the advertisement but these advertisements must be aimed at previously disadvantaged communities i.e. Blacks, Women and People's with disabilities to ensure the widest pool of applicants. At times, departments may outsource this task, advertising and receipt of applications, to an employment agency. A selection committee is formed in the Department chaired by the head of the Department. A selection committee shall, where possible, include adequate representation of historically disadvantaged persons. After the closing date, the committee screens the applications and short-lists candidates, again always taking into account, race, gender, disability and "merit". It then communicates with short-listed candidates, interviews them and agrees upon a selection.

The selection committee makes recommendations on the suitability of a candidate for appointments to posts after considering only –

- i) information based on valid methods, criteria or instruments for selection that are free from any bias or discrimination,
- ii) the training, skills, competence and knowledge necessary to meet the inherent requirements of the post,
- iii) the needs of the department for developing human resources,
- iv) the representativeness of the component where the post is located, and
- v) the department's affirmative action programme.

After considering the recommendation of the selection committee, the Minister of the department, or the person to whom the power of appointment has been delegated, makes the appointment. A probation period may follow the appointment, and no candidate has (automatic) right to promotion.

Appointment of Officials' of Senior Management Service (SMS)

The process for appointment of members of the Senior Management Service is the same as for lower level staff with the addition that competency assessment has been introduced for applicants for posts in the Senior Management Service. The competency framework contains generic management competencies and does not replace the functional criteria for senior management service jobs. In other words, the competency assessment is not linked to the task requirements of a specific job or category of jobs. Functional criteria are derived from job specifications and may be set as specific requirements in job advertisements. The Competency assessments are used in conjunction with the other processes associated with recruitment, which include interviewing, and not as a single decider on whom to appoint to the post. The testing against the competency framework is done by pre-selected and centrally appointed service providers.

The main selection tool is an interview. Selection committees are appointed by the authority with the power of appointment, who is the Minister or the Member of the Executive Council for the department, or the officer to whom the Minister has delegated his power of appointment. Selection, after minimum requirements have been met, is not based on rigorously defined objective criteria.

Check Your Progress 2

Note: i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) Explain the scheme of National Civil Service Examination.

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2) What is the social equity provision in the recruitment of civil servants in South Africa?

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7.4 PROMOTION OF CIVIL SERVANTS IN BRICS

According to L.D. White, “Promotion is an appointment from a given position to a position of a higher grade, involving a change of duties to a more difficult type of work and greater responsibilities accompanied by change of title and usually increase of pay”. Civil service is a career service. A person who joins the civil service spends her/his entire life time in it. Promotion raises the status of an employee within the organisation as well as society, and raises his self-esteem. It is the chances of promotion that keeps her/him going in the service.

In this section, we are going to discuss the methods followed in promotion of higher civil servants in BRICS countries. Broadly, promotion system is based on the following principles: Principle of Seniority; Principle of Merit; Principle of Seniority-cum-Merit; and Principle of Merit-cum-Seniority.

7.4.1 Promotion of Civil Servants in Brazil

In Brazil, the system of promotion of permanent civil servants depends on the rules of career. Promotion generally means that an employee will receive a higher salary, but it does not necessarily mean that he or she will have higher responsibilities.

Brazil has a long history of appointing public servants on a permanent basis – public servants being appointed for life, i.e. until retirement. They have security of tenure because once appointed, a career civil servant cannot be easily fired. It is usually related to the total number of working months, but other mechanisms are also common, such as participation in training courses or the acquisition of academic titles. Therefore, any public servant appointed into the career corps can aspire to the top of the various ranks. All public servants, except those in the Digital Archiving System (DAS) and commissioned functions are hired at entry level, and they move up in their job categories as they acquire seniority. This means that seniority is a key criterion for promotion in the Brazilian public service, at least at the federal level. But if a public servant wants to move from one Ministry/Department to another or from one job category to another, s/he has to start at the entry level in the new Ministry irrespective of her/his current position. S/he can only be appointed into the new position through competitive examination, that is open to the outsiders. Career civil servants are appointed on a permanent basis and cannot be easily dismissed, even with a change of government. All of the above factors, provide for predictable career paths. To be sure, once employed, career civil servants can aspire to the highest position in the organisation, based on performance. Nevertheless, unlike classical developmental states, there is no practice of deploying retired civil servants to state-owned enterprises. Therefore, in Brazil, career paths are currently limited only to tenure in the service. No civil servant can move to the private sector on unpaid leave. Any civil servant who wants to go to the private sector has to resign, and if s/he wants to return to the civil service after stints in the private sector, s/he has to take the competitive entrance examination all over again.

To be promoted, a civil servant has to attend government's approved courses and has to perform in her/his current job (every three to four years, senior and top bureaucrats have to undergo training of about 120 contact hours), although the performance criteria of career civil servants are not clearly spelt out (ultimately, all career civil servants are promoted). Except for the percentage of the DAS officials that must be appointed from within the civil service, there are no transparent criteria for appointment using the discretionary processes. Political leaders and administrative heads can appoint whoever they like to these positions. Discretionary appointments might seem to run in contrast to the principle of predictable career path of public servants. In the case of Brazil, the DAS positions, represented by senior and top management positions, are not part of the career/professional civil service; they are political appointments and are temporary positions. This might create tensions within the service and could undermine the capacity of the State to act as a collective and coherent entity. In addition, the discretionary appointments could lead to patronage as civil servants instead of working hard to get to the top, might seek to achieve the same goal through patronage. For that reason, discretionary appointments could serve as disincentives to hard work as well as disincentives to engender a sense of *esprit de corps* among civil servants. But it is believed that this is a misnomer as the discretionary appointments have not served as disincentives to hard work but have led to the creation of a common identity. They argued that this is because most career civil servants want to improve their performance so that their work can be noticed by political and administrative leaders of the public service in order to be appointed into DAS positions. The Civil servants are motivated to work hard because of this, and consequently enhance the performance of the public service. They further observed that because about 90 per cent of the DAS positions are appointed from among career civil servants therefore, the DAS positions have not undermined meritocracy.

7.4.2 Promotion of Civil Servants in Russia

In Promotion, years of experience and qualifications are the most relevant factors in decisions for all levels of management. To change between hierarchical level, staff must sit a new competitive examination, and education levels present a further formal restriction. Vacancies are published on transparent government-wide listings. There are no active policies to promote the recruitment of under-represented groups.

Requirements for Seniority in the State Civil Service (other types of Government Service) or seniority for occupational work

For the highest level of civil service positions in the categories "executive," "assistant (adviser)", and "specialist" not less than six years' experience with the state civil service (other types of state service) or not less than seven years of occupational experience.

For the main group of civil service positions in the "specialist" category, not less than five years of experience with the state civil service (other types of state service) or not less than five years of occupational work.

For the leading group of civil service positions in the categories “specialist” and “support specialist,” not less than two years’ experience with the state civil service (other types of state service) or not less than four years of occupational experience.

For the senior level of civil service positions in the “support specialist” category, no less than three years of occupational experience is required.

7.4.3 Promotion of Civil Servants in India

The governing principle of promotion in India is that of seniority-cum-merit as recommended by the Second Pay Commission and Second Administrative Reforms Commission. Promotions in India are made by the Union or State Governments on the recommendations of the Head of Department, sometimes with the approval of the Union or State Public Service Commission. In some cases, approval of the Finance Department is necessary.

There is no uniformity so far as the administrative machinery for promotion making is concerned. In some departments, there are Departmental Promotion Committees (DPCs), while in certain others there are none. The DPCs comprise of the members of the UPSC/SPSC and the senior officers of the Department. The DPCs consider the cases of all eligible candidates and draw up a list of candidates deemed fit for promotion. The Committee evaluates the promotional cases on the basis of service records. There is practice of having an Annual Confidential Report (ACR) in respect of every employee. The ACR is the record of her/his work and conduct during the year.

Promotions from State Services to All India Services

33.3 per cent positions from State Civil Services to All India Services are being filled up by the promotion from amongst the administrative and police services of the State, which depends on State. The officers from the State services who have served for eight years as Deputy Collector or Deputy Superintendent of Police are considered as eligible for promotion. There are separate promotion boards for IAS and IPS cadres. The Promotion Board for IAS comprises of the Chief Secretary; Chairman; an officer of the rank of Commissioner and a Senior secretary of the Government. The Promotion Board for the IPS comprises of the Chief Secretary of the State; Director General, Police; A senior officer of the Police Service; and a senior officer of the Administrative Service.

The promotion boards consider the cases of all eligible candidates and draw up the panel for promotion. This panel is forwarded to the UPSC for consideration and final approval. Usually, the names recommended by the promotion boards are approved by the Commission.

Promotion in Central Services

Promotions from Group B Central Services to Group A Central Services are made on the recommendations of the UPSC. In Group A, approximately 55 per cent of the posts are held by those directly recruited to that class, and the

rest are filled by promotion. To Group B services and posts, there is relatively little direct recruitment; approximately 65 per cent of the posts in this Group are reserved to be filled by Group C staff. Promotion from Group D to Group C is not usual.

7.4.4 Promotion of Civil Servants in China

Civil servants to be promoted to leading party and government posts at section (village)-head level must have college diploma or above degree and have worked at the deputy post for more than two years. Candidates to be promoted to posts higher than the county (division) level must have held at least two posts at lower level organs and candidates to be promoted from Deputy post to a Head Post, generally, must have worked at the Deputy post for more than two years. Leading cadres at bureau-level or above should normally have a bachelor degree or above.

According to the Civil Service Law, the promotion of a civil servant to a leading post shall be subject to the following procedures:

Candidates to be considered for selection and appointment to leading posts should be proposed by so called democratic recommendation of the Party Committee at the same level or by the higher-level organisation or Personnel Department. At the time of an official's change of term, various people and personnel are consulted such as Party Committee Members, leading Members of the Government organs, leading members of the Discipline Inspection Commissions and People's Courts, and leading Members of lower-level Party Committees and the Government. Members of democratic parties and representatives of people without party affiliation should also be consulted. A nominated candidate will have to undergo evaluation according to elaborate procedures, which may include interviews with a number of leading officials in her or his own department. Evaluation is not confined to the end of the term of office. Leading members of the Party Committees and Government Departments are also evaluated in the middle of their term. Any promotion or dismissal arising from the evaluations must undergo a process of deliberation and be reported to the Party Committee at the higher level.

The regulations require a two-thirds quorum of the members of a given Committee when appointment and dismissal of cadres are being discussed. The regulations have contents concerning job transfer and avoidance. Any leading member of a local Party Committee or the Government, who has served in the same post for ten years, must be transferred to a new post.

Where there is any vacancy of a leading post lower than the Chief at the Department and bureau level in an entity of an organ, the candidate may be selected through competitive post bidding within the foresaid organ or within the staff members thereof (Article 45 of the Civil Service Law).

Where there is any vacancy of a leading post lower than the Chief or higher than the Deputy Researcher at the Department and bureau level or any other vacancy

of non-leading post at the corresponding level, the candidate thereof may be selected through an open selection from the society.

Promotion decisions are now less dependent on personal connections. Once accepted into the Civil Service, officials are subject to more professional evaluation processes as they move upward. For example, the Government has made limited use of peer review and public opinion polling, and added a more comprehensive assessment process in 2006, the Chinese Communist Party (CCP) Organisation Department document (the Method of Comprehensive Cadre Evaluation that Embodies Requirements of the Scientific Development Concept). This is a marked departure from the People's Republic of China's early years, when class background and ideological correctness were the main criteria for the promotion. The CCP membership is still an important factor in China—indeed, most senior-level officials, whether in Municipal, Provincial, or Central Government, are Party members.

The application of more rigorous standards has also been apparent for senior appointments at the local level. The Candidates for leadership posts at the county – the Chief level or higher level must meet standardised minimum requirements such as a Bachelor's Degree, specified training programme at the CCP Central Committee School, and experience in two posts at a level of leadership, immediately lower.

7.4.5 Promotion of Civil Servants in South Africa

Promotion happens simply through a candidate applying for a vacancy at a higher level and then through the normal recruitment procedures. It is often the case that candidates inside the public service will compete against candidates coming from outside for a vacancy at a higher level/grade. While senior managers are specialists and are often head-hunted, recruitment for these must be as competitive as possible thus, ensuring the best capable candidate. Affirmative action in appointments, at this level, are the prerogative of the respective Minister, who decides who should be targeted and what the competency requirements should be. The Ministers usually request a transfer or promotion for a senior manager, if the candidate so desires. In this context, we see a clear blurring of the roles of administrators, i.e., heads of departments and politicians.

In South Africa, promotion posts are advertised and anybody, not just career public servants, can apply. The promotion is treated as an appointment and therefore, the same requirements as for appointment apply. It is an open system. However, in most cases appointment is permanent, until retirement. Typical criteria for selecting candidates for promotion are the following:

- i) Competence based on the inherent requirements of the job or the capacity to acquire within a reasonable time, the ability to do the job.
- ii) Prior learning, training and development.
- iii) Record of previous experience.

- iv) Employment equity in line with the Employment Equity Plan of the relevant business unit.
- v) Evidence of satisfactory performance.
- vi) Suitability.
- vii) Record of conduct.

The promotion requirements are left to departments. The discretion for determining these requirements rests with the relevant executing authority, working within the parameters of a Code of Remuneration prescribed by the Minister for Public Service and Administration.

In South Africa, promotion is in many cases not based on well specified career paths. This began to change with the introduction of the Middle Management Service (MMS), Senior Management Service (SMS) and Occupational Specific Dispositions (OSDs).

The Public Service Amendment Act, 1997 and the new Public Service regulations introduced a new performance management system. The new system is that it establishes clear links between the objectives of the institution and individual work objectives. The new performance management system, bases the promotion and career advancement on performance, rather than on seniority or qualifications. Under the current system, the Director Generals are put on contract with Ministers. The new system extends the performance contracts to the level of Director and higher, while performance management per se will be in effect for all public servants.

Check Your Progress 3

- Note:** i) Use the space given below for your answers.
ii) Check your answers with those given at the end of the Unit.

1) How the civil servants are promoted in Brazil?

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2) What is the composition of Departmental Promotion Committee in India?

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3) What is the procedure for promotion of civil servants in China?

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7.5 CONCLUSION

To conclude, it can be stated that one of the major characteristics of recruitment in BRICS is that it is merit based – based on entrance exams, qualifications, talent and capability etc. Except in China, where the Party Membership and loyalty influence appointment, there is limited political influence in other countries. Brazil also offers an interesting contrast as commissioned-position appointments into the Direcao e Assess or amen to Superiors (DAS) systems are conducted through discretionary processes by political and administrative leaders of the public service. Except these two countries among the BRICS, the recruitment in all other three countries is free from political influence based on merit and qualifications. The appointment process is carried out by independent bodies like the UPSC in India, thereby, making the recruitment and appointment process fair and transparent that work in the national interest.

It can be stated that different countries in BRICS have adopted different methods of making promotions. In Brazil, civil service is a career and civil servants are promoted to higher levels after rigorous evaluation, whereas in Russia and India, civil servants are promoted primarily on seniority based considerations along with merit. In China, the Party affiliations are still strong though merit is now being considered as important criteria to promote officials. Lastly, in South Africa, officials are promoted on the basis of merit and are not just confined to internal candidates. It can be stated that every country in BRICS recognises the significance of promotion as a motivator for retaining the best employees in an organisation.

7.6 GLOSSARY

Direct Recruitment: Direct recruitment refers to the filling up vacant posts in the civil service by suitable and qualified candidates, available in the open market.

Indirect Recruitment: Indirect recruitment means filling up vacant posts by suitable and experienced candidates, who are already in the service of the Government.

Principle of Merit: This principle implies that the most meritorious, best qualified and most competent person must be selected for promotion to the higher post.

Principle of Seniority: The length of service in a particular post or grade or scale is the sole basis in making promotions.

Principle of Seniority-cum-Merit: Here, the seniority and merit principles are combined for making promotions.

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7.8 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress 1

- 1) Your answer should include the following points:
 - Public servants in Brazil are recruited through an open competitive examination, based on merit known as Public Contests.
 - The test is mainly a multiple choice test whereby, candidates are tested on a range of subjects relevant to the civil services.
- 2) Your answer should include the following points:
 - In Russia, the recruitment system is a mix of career based and position based system.
 - Entry into the civil service is gained through an open merit based competitive examination delegated to the organisational level.
- 3) Your answer should include the following points:
 - The Civil Services Examination in India consists of three stages: Preliminary, Mains and Interview Stage.
 - Preliminary stage is the screening stage and has two papers of multiple choice objective type questions; Main stage, consists of nine descriptive type papers; and final is personality test.

Check Your Progress 2

- 1) Your answer should include the following points:
 - The National Civil Service Examination is a five hour long test including a two hour aptitude test with 135 multiple choice questions followed by a three hour long test on writing essays mainly on policy matters.
 - Those who clear this test make it to the final interview stage.

- 2) Your answer should include the following points:
- Social Equity provision in recruitment in South Africa means that blacks should also be given equal chance while conducting recruitment.
 - This provision was included to free the recruitment system from the effect of apartheid rule that had prevailed in South Africa.

Check Your Progress 3

- 1) Your answer should include the following points:
- In Brazil, civil servants are appointed on permanent basis.
 - Once appointed, they cannot be dismissed even with the change of government.
 - Career civil servants can aspire to the highest position in the organisation based on performance.
- 2) Your answer should include the following points:
- Departmental Promotion Committees are set up for the purpose of selecting candidates for promotions at the departmental levels.
 - The Departmental Promotion Committees comprise of members of UPSC/ SPSC and the senior officers of the Department along with the Head of the Department.
- 3) Your answer should include the following points:
- Candidates to be considered for selection and appointment to leading posts should be proposed by so called democratic recommendation of the Party Committee at the same level or by the higher level organisation or Personnel Department.
 - At the time of an official's change of term, various people and personnel are consulted such as Party Committee Members, leading members of the government organs, leading members of the Discipline Inspection Commissions and People's Courts, and leading members of lower level Party Committees and the Governments. Members of democratic parties and representatives of people without party affiliation should also be consulted.
 - A nominated candidate will have to undergo evaluation according to elaborate procedures, which may include interviews with a number of leading officials in her or his own Department.
 - Any promotion or dismissal arising from the evaluations must undergo a process of deliberation and be reported to the Party Committee at the higher level.

UNIT 8 PERSONNEL MANAGEMENT: TRAINING OF CIVIL SERVANTS*

Structure

- 8.0 Objectives
- 8.1 Introduction
- 8.2 Meaning, Importance and Types of Training
- 8.3 Training of Civil Servants in Brazil
- 8.4 Training of Civil Servants in Russia
- 8.5 Training of Civil Servants in India
- 8.6 Training of Civil Servants in China
- 8.7 Training of Civil Servants in South Africa
- 8.8 Conclusion
- 8.9 Glossary
- 8.10 References
- 8.11 Answers to Check Your Progress Exercises

8.0 OBJECTIVES

After studying this Unit, you should be able to:

- Explain the meaning and importance of training in personnel administration; and
- Describe the training process of civil servants in BRICS countries.

8.1 INTRODUCTION

It is universally acknowledged that training is a critical component of human resource development. It complements a person's education by updating her/his knowledge, inculcating skills and values and helping to change entrenched mind-sets. It also promotes team spirit, and, in general, increases the value of an individual for an organisation and, consequently society.

* Contributed by Dr. Bharati Garg, Assistant Professor, Department of Public Administration, Panjab University, Chandigarh

8.2 MEANING, IMPORTANCE AND TYPES OF TRAINING

William J. Torpey defines training as “the process of developing skills, habits, knowledge and attitudes in employees with the purpose of increasing the effectiveness of employees in their present government positions as well as preparing employees for future government positions” (Torpey, 1953). The basic objectives of training are: to produce a civil servant who can transact her/his business with clarity and precision; to attune the civil servant to her/his task; to make the civil servant community conscious; to develop her/his capacity for greater responsibilities; to improve the morale of civil servants; to broaden the vision and outlook of the civil servants; to make up the deficiencies of the civil servants; to promote *esprit de corps* in the employees; and to inculcate the attitude that a civil servant is not a master but a public servant (Ojha & Sharma, 2015).

In the context of civil services, it has been rightly stated that administrators are not born but made and, thus, training of civil servants is an important personnel function of the Government. There are different types of training:

- i) Pre-entry (imparted to those who aspire to enter into public services) training;
- ii) Orientation (introducing the new entrant to the organisation)/Induction Programme;
- iii) In-service (imparted after entry into the service) training;
- iv) Post-entry (broadening the general ability of the employees) training;
- v) Short-term (for few weeks, a month or two) training; and
- vi) Long-term (six months to one year to two years or more).

Training of civil servants has become an important aspect of modern personnel management. It has been recognised by all the governments that suitable and effective training programmes for their civil servants are absolutely necessary for an efficient administration. As the functions of government have increased and expanded rapidly, therefore role and structure of administration have become more and more complex, specialised and technical. This necessitates that the level of competence of public servants directly involved in the execution of projects and implementation of development plans can be raised by training them in modern concepts and techniques of administration and management.

8.3 TRAINING OF CIVIL SERVANTS IN BRAZIL

BRICS members are all leading developing or newly industrialised countries having significant influence on the regional and global affairs.

Within the federal government of Brazil, the practice of incorporating compulsory training course began in the diplomatic area many decades ago, but

has since expanded to most of the careers considered typical of state, such as government managers, audit and legal policy areas.

In Brazil, although it does not follow a rigid configuration, training plays a central role in the formation, recognition and identity (greater cohesion and greater homogeneity within the category) of the civil servants as part of a state bureaucracy.

In Brazil, newly recruited civil servants are initially trained by the schools of government, for activities of continuous development, postgraduate training and research, professional training focussing on skill and knowledge development and the dissemination of knowledge about public management. These are crucial dimensions in professionalisation processes and higher valorisation of the civil servant.

The demand for qualification in the Brazilian public service intensified after the process of re-democratisation in the 1980s. It was only in 1998 that the government schools were formally included in the Brazilian Federal Constitution. Amendment 19 of the Brazilian Federal Constitution, 1998, established that the federal and state governments must maintain schools of government for the education and improvement of their personnel.

At the National level, the mission and vision of the Government Schools of Training is to guarantee permanent training of the civil servants at all levels of federal government and in all government branches (Legislative, Executive and Judiciary). Since 2003, the National Network of Government Schools has been set up, coordinated by the Brazilian National School of Public Administration (Escola Nacional de Administração Pública – ENAP). The Brazilian National School of Public Administration was set up in 1986, with a mission to develop the skills of civil servants to increase the capacity of governance in managing public policies) with the participation of some 200 institutions (Brazilian National School of Administration, 2021).

“At the federal level, 17 Schools make up the *Segu* (Union Government School System) and are responsible for personnel training. The performance level of such schools has been increasing, and they are not restricted to the initial training of bureaucrats. Most of the schools perform skill development activities”. The Schools of Training have also started providing postgraduate training to the public servants in specific policy areas, which are fundamental for the professionalisation of bureaucracy and to improve the public management (Cavalcante and Carvalho, 2017).

Decree 5.707 of 2006, is very significant as it established the National Policy for Personnel Development (PNDP) for federal civil servants. This led to adoption of training as a permanent activity throughout the entire professional career. The policy emphasized the essential role of government schools in the professional development of bureaucracy, in order to improve its duties, with quality and efficiency. (Cavalcante and Carvalho, 2017). Ministries are supposed to develop qualification plans for their employees based on competencies, and

efforts were being made to modernise methods of learning and development. (OECD Human Resource Management Country Profile Brazil, 2012).

8.4 TRAINING OF CIVIL SERVANTS IN RUSSIA

The Russian system of training for civil servants, in the recent years, has developed into multi-dimensional and complex set of different programmes. The training of civil servants is distributed among the state bodies and educational organisations across the country at federal and regional levels.

At present, the system for civil servants training (in Russian – system of DPO GS, i.e. supplementary professional education system for government servants) consists of following types of educational programmes:

- “Short-term training programmes up to 72 hours, prepared according to the urgent operational necessities of governmental structures;
- Mid-term programmes for civil servants qualification increasing (usually around 144 hours);
- Programmes for re-qualification in case of job position change from one governmental body to other, or strong position change from executive to managerial level, or in case of necessity of some innovative activity (500 hours);
- Masters’ in Public Administration programmes for civil servants on top managerial positions (1000 hours);
- Practical training programmes including training abroad” (Stazhirovki).

The Russian legislation provided that every civil servant should undergo training programmes at least once in 3 years. It meant that capacity of training institutions should be enough to provide such training demands.

There are around 400 to 500 estimated number of training organisations spread across Russia, mostly universities and educational organisations associated with the government bodies, which are accredited for training programmes but training programmes are mostly concentrated in National (Federal) and Research Universities and in educational organisations belonging to the government bodies (Barabashev, 2011). “The Top positions among training organisations are occupied by the Academy of People Economy and Civil Service under the President of Russia (including its regional affiliations), Research University – Higher School of Economics, Moscow State University, University of Finances under the Government of Russia, St. Petersburg State University. The Federal Ministry of Healthcare and Social Development have responsibility for collecting the requests from other federal bodies on training programmes for its civil servants, and announce and evaluate the tenders among training organisations to implement the training. On regional level (Subjects of Russian Federation), the same function concentrated mostly in Administration of Subjects. Administration of the President of Russia managing the process

of training, coordinate the efforts of other bodies, and operate training abroad for the federal civil servants. Apparat (apparatus) of the Government of Russia gives advice on training and collect data from training managed by the federal bodies. Additionally, Apparat of the State Duma and Apparat of the Soviet of Federation, upper and lower legislative federal bodies, plus Apparat of the Supreme Courts have their own training systems” (Barabashev, 2011)

There is lot of criticism against the present Russian system of training for civil servants. These are discussed as below: (Barabashev, 2011).

- The norms of financing for one civil servant of executive level allocate very less funds to training per hour. It is allocated @ of \$2.5 per one training hour, and for managerial level is \$4 per one training hour. But, the number of civil servants undergoing training in one seminar group is limited to 6 people only wasting a lot of resources.
- Inappropriate procedures of tenders, including slow processes of selection of training organisations for training programmes.
- There is a necessity for long-term training programmes to pass through tenders every calendar year despite the fact, that training organisations for previous year (for same program) have already been selected.
- It is impossible to spend all allocated funds in the federal budget training money (for federal civil servants) because of tender procedural difficulties and low level of financing for the programmes.
- There is lack of single managerial government unit responsible for operation of civil servants training. Instead, Russia has three such units in Administration of the President of Russia, in the Apparat of Government and in the Ministry of Healthcare and Social Development.
- It is very difficult to establish new educational programmes for the civil servants due to over-bureaucratic centralised system of accreditation for training programmes.
- The methods of education and interaction are online and are highly underdeveloped.

Professional Training Programmes

The Academy of National Economy (ANE), one of the higher educational institutions in Russia, is a State educational and scientific institution that offers programmes in postgraduate and complete professional training. Its main activities are:

- “Training, continuing education and upgrading of the qualifications of the civil servants for the federal organs and the subjects of the Russian Federation;
- Capacity building of the civil servants of the local organs of self-government; and

- Professional development of the civil servants in the reserve for transfer to the higher State positions” (Aarrevaara, 1999).

The Financial Academy forms a very important part of the education system of civil servants training for the financial and economic departments of the federal government. It offers training in the spheres of finance, credit, assessment, audit and international economic relations. A very important part of the civil servants’ educational system is the State University that includes an Institute for Public Administration (Aarrevaara, 1999).

The education branch in the federal government looks after the training of civil servants. “The state universities and higher educational institutes train civil servants in economics, management, public administration and law. The Academy of Budget and Treasury under the Ministry of Finance of the Russian Federation, which trains specialists in budgeting, budget processes, the treasury, financial control, taxes, financial markets and auditing. All Russian State tax academies, the Academy of Tax Police of the Federal Service of the Russian Federation, all Russian Academies for foreign trade under the Ministry of Trade of the Russian Federation, the Russian Academy of Law under the Ministry of Justice of the Russian Federation, the Russian Customs Academy under the State Customs Committee of the Russian Federation and the Diplomatic Academy of the Ministry of Foreign Affairs of the Russian Federation offer training, continuing education and upgrading of the qualifications of civil servants for their respective branches” (Aarrevaara, 1999). The professional training, upgrading of qualifications and the sending of the State civil servants abroad for training take place on the orders of the President of the Russian Federation on further measures for the training of civil servants. Professional continuing education is for state civil servants who are appointed to federal State chief positions for the first time. This excludes lawyers and the Deputies of the heads of department and those working for the first year in the positions mentioned. The upgrading of qualifications should be realised for State civil servants who are in the chief positions, not lower than the head of department. According to the President’s order, the civil servants who are not more than 40 years old and who simultaneously work for the federal service are also sent abroad for training. Those who are discharged from the military and who are not more than 35 years old are also be sent abroad for training. This goal should be seen from the point of view of strengthening the rule of law and public institutions. Developing training programmes for prospective politicians and civil servants is one of the areas of cooperation between the European Union and the Russian Federation.

The administration of the President of the Russian Federation and the apparatus of the government of the Russian Federation annually work out a concrete plan for training civil servants (also called as State servants of the Russian Federation) on the basis of the proposal of the organs of State power and the subjects of the Russian Federation. According to these plans, the training of civil servants is prepared in the Russian Academy of Public Administration under the President of the Russian Federation and the Academy of National Economy.

The only educational institutions authorised to offer training are defined by the resolution of the government of the Russian Federation. Among these institutions, the Financial Academy named after Plekhanov, the Financial Academy under the government of the Russian Federation, the Russian Academy of Foreign Trade, the Moscow Legal Academy and the Inter-branch Institution are contributing for the upgrading of qualifications.

The President's order of 23rd August 1994 (No. 1722) "On the Upgrading of Qualifications of the Federal Civil Servants" (Aarrevaara, 1999) regulates the training and education in non-state institutions situated in the regions, where former civil servants are permanently resident. The resolution of the President of the Russian Federation on complete methods foresees compulsory training for those newly appointed as Deputies or heads of department. However, there is no system of organised training at the highest federal state civil servants. Their training is based on individual programmes. According to the President's order, "hundreds of civil servants are being trained abroad. For example, in Finland by the Finnish Institute of Public Management, universities and other Finnish institutes for training and continuing education. The forms of training are full-time training, evening classes, correspondence courses and distant learning, self-access and external studies. The period for day-time training is on average 4 years for the Bachelor's degree, 5 years for a specialist and 6 years for a master's degree. For continuing education, civil servants are guaranteed a studying place for a 3-6 months (leave of absence in their civil service). During that time the civil servants receive their salaries and use this time only for study. For upgrading of qualifications, the time for study on full salary is 2-6 weeks" (Aarrevaara, 1999).

According to the educational standards, training is offered at three levels:

- short-term programmes (72-100 hours of teaching)
- middle-term programmes for upgrading qualifications (101-500 hours of teaching)
- Professional continuing education (over 500 hours of teaching).

"Long-term training is organised under professional programme titles. The Civil servants become acquainted with their colleagues from other organs, and they create useful social networks during their studies. The professional training and upgrading of qualifications include, for example, the following themes:

- a) Civil Service of the Russian Federation
- b) Administrative Structure and Direction
- c) Municipal Administration
- d) Political Science
- e) Sociology and Psychology
- f) World Economics

- g) Finance and Credit
- h) International Economic Relations
- i) Control of State Property
- j) Financial Control and Analysis of Investment Projects
- k) Information and Documentation
- l) Information Technology
- m) Military Economics and National Security.

The basic requirements for the professional educational programme are as follows:

- Consequences of the State standards of the high and secondary professional training;
- Orientation in modern technologies and methods of training;
- Suitability of the programmes of extra professional training regarding types and terms; and
- Relevance of the content regarding the types of complete professional training” (Aarrevaara, 1999).

It is the prerogative of every educational institution to autonomously define the concrete content of the training programme. There are various short term training courses apart from training in foreign languages. Special courses also exist on the adoption of Information Technology in administration and various other routines.

8.5 TRAINING OF CIVIL SERVANTS IN INDIA

The history of training to civil servants in India can be traced back to East India Company, which established Haileybury College in 1805 for the training of the young recruits to the civil services. The successful Indian Civil Service (ICS) candidates were required to spend 1 to 2 years in British University and learn subjects like Indian History, Indian Law and Indian language, etc. During the Second World War, a camp school was set up at Dehradun to impart training to the new entrants in the ICS. After independence, the Indian Civil Service was converted into Indian Administrative Service (IAS) and the institutional training was imparted to the new recruits at the IAS Training School, Metcalfe House, Delhi. The Indian Administrative Service Staff College was set up at Shimla to train senior officials and recruits other than direct recruits. Both these training institutions were subsequently merged and the National Academy of Administration was set up in September 1959 at Mussoorie now named as Lal Bahadur Shastri National Academy of Administration (LBSNAA), which is the most important central institution of training of the higher civil services

including the All India services. “During the British Raj, it was believed that the education received before joining civil service was sufficient to qualify a person for the job. The problem of civil service training assumed special significance only after Independence. With the changes in the social, political and Constitutional conditions, the nature of government work has changed the functions and machinery of the government expanded and many new services have been constituted. As a result of all these rapid developments, it has become imperative for the Central and state governments to plan and provide suitable training to their civil servants. Accordingly, a number of National Training Institutions have been set up by the Central Government. In almost all the States there are State level Training Institutions. Apart from these institutions, many other academic bodies and Universities also provide training to the civil servants. In this regard, the government has promulgated National Training Policy (NTP) calling for “Training of All”. The Department of Personnel and Training (DoPT) coordinates NTP, sponsors training and Training provides assistance to training institutions (IGNOU, 2020).

The new recruits, before being given any new administrative responsibilities, require a systematic training in the skills and techniques of democratic administration. Therefore, new entrants to the All India Services and higher Central and State Services are provided with well-planned institutional training in India. A few departments have their own staff colleges or training institutes e.g. Indian Railways at Vadodra, Indian Audit and Accounts Department at Shimla etc. The initial post-entry training is imparted in two different ways: i) Institutional training; and ii) Departmental Training under the guidance of senior and experienced officers.

Training of IAS Officers

The training of this premier civil service has historically been accorded high priority by the government. IAS officers upon entry are trained for a period of two years at the LBSNAA, where the training follows the “sandwich” pattern, i.e. institutional training is interspersed by field training. It is distinguished by a common Foundation Course where all those selected for Group A Services (All India Services and Central Services) train together for the first fifteen weeks before embarking on their service-specific professional training (due to the increased intake into the civil services only Officer Trainees allocated to the Indian Administrative Service, Indian Foreign Service and Indian Police Service currently undergo their Foundation Course at LBSNAA, Mussoorie).

Foundation Training

The Foundational Course is for Officer Trainees of the All India Services (the Indian Administrative Service, the Indian Police Service and the Indian Forests Service); and the Indian Foreign Service and various Central Services (Group-‘A’). It is run once a year usually from September to December at LBSNAA and at partner institutions

Objectives of the Foundation Training

- i) Orient Officer Trainees to the administrative, social, economic and political environment of the country.
- ii) Generate awareness of the challenges and opportunities within the Civil Services.
- iii) Promote overall development of personality traits of the Officer Trainees: intellectual, moral, physical and aesthetic.
- iv) Foster greater coordination among the members of different Civil Services by building esprit de corps.

After the completion of the Foundation training, IAS probationers stay back at LBSNAA for professional training. The probationers of other services leave for their respective training institutes for professional training. For instance, Indian Police Service (IPS) officers move to Sardar Vallabh Bhai Patel National Police Academy (SVBPNPA), Hyderabad, Indian Foreign Service (IFS) Officers are imparted professional training at the Sushma Swaraj Foreign Service Institute at Delhi.

Professional Training for IAS Officers

The remaining part of the two-year induction training is spent on professional course and a year of district training. The Professional course is divided into two phases separated by a year of district training.

Phase I (22 Weeks approximately): IAS Professional Course

After the completion of Foundation Course, the IAS Officer Trainees graduate to Phase-I training of the Professional Course. This Course imparts rigorous training to the Officer Trainees of the IAS in a wide range of subjects to enable them to handle varied assignments that they would hold in the first ten years of their service.

On completion of the Phase-I of the Professional course, the Officer Trainees proceed on a one year district training to their allotted cadres.

Phase-II (6 Weeks approximately)

While theoretical concepts are imparted during the Foundation Course and Phase-I and ground level realities are studied during the district training, the Phase-II is designed to share the experiences gathered across the country by the Officer Trainees on returning to the Academy. The course content is designed to consolidate the learning and for assimilating the district experiences gained by the Trainees in one year. This prepares them for problems and situations they will face in the initial years of their career.

Masters' Degree in Public Management

The Academy awards a Masters' Degree in Public Management (recognised by the Jawaharlal Nehru University) to Indian Administrative Service (IAS) Officer Trainees.

Induction Training (For State Civil Services Officers to the IAS): 6 Weeks

The LBSNAA also conducts six weeks of Induction training programme for officers promoted to the IAS from the State Civil Services. Out of six weeks, four weeks are classroom sessions followed by one week of Bharat Darshan and one-week long foreign study tour.

Mid-Career Training Programme for IAS Officers

The purpose of mid-career training is that as an officer goes up in the hierarchy, the nature of her/his job changes. With effect from 2007, a new and more comprehensive system of mid-career training has been introduced for the IAS covering three phases comprising of officers at different seniority levels. Phase I and Phase II trainings are held at the time of induction of the officer to the Service and Phase III, IV and V are held at different phases of a civil servants career.

Phase-III: IAS officers with 7-8 years of seniority (4 Weeks)

The Phase III programme, introduced in 2007 by the Government of India is the first in the series of the Mid-Career Training Programmes. The prime objectives of this training is to equip officers with tools, skills and knowledge to help them achieve 'excellence in implementation' of programmes; to improve public service delivery; to strengthen communication, inter personal and team building skills and appreciate the centrality of values in governance; and, to learn about efficient service delivery in specific sectors from experiences across States. Phase III prepares the officers to meet the challenges, which s/he will face in the next six to eight years of service.

Phase - IV: IAS Officers with 15-16 years seniority (3 Weeks+ 1 Week Foreign Study Tour)

The *Phase IV* training is for those IAS officers who make a significant transition from implementation roles to those in policy formulation, influence policy outcomes and bring about qualitative improvement in the lives of our citizens. The prime objective of Phase IV of training is to appreciate the role of political economy and institutions in public policy and governance; understand the process of public policy formulation, analysis, implementation and evaluation; apply tools of policy analysis to better understand and solve policy problems; and, strengthen individual leadership and negotiation skills. Besides, the Foreign Study Tour component is one-week long and consists of classroom sessions as well as site visits and interaction with practitioners to enable participants to consolidate learning and acquire better appreciation of process of governance in the country of destination.

Phase-V: IAS Officers with 26-28 years seniority (3 Weeks)

Phase V Programme is the last major training programme in the series of a three phase Mid-Career Training Programme. The focus of the course is on strategic management in government along with public policy and regulation. The Academy inputs are also delivered on Governance, Political economy, Economic Development, Public Finance, Foreign Policy, Trade, Environment,

Energy. The interactive lecture sessions are delivered by eminent guest speakers, policy-makers and practitioners drawn from India and abroad. The Officer participants are required to submit a Policy Paper/Syndicate Report based on their experience.

The Department of Personnel and Training is to prepare a plan and initiate steps for upgrading and re-equipping the LBSNAA for undertaking Phase III, IV and V of the training programme, in addition to Phase I and II, which it already handles.

In addition to the compulsory programmes, there is wide range of optional programmes that all A Group officers can attend. Many of these are fully paid by the Department of Personnel and Training, whereas some are paid by the sponsoring Department

Check Your Progress 1

Note: i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) Discuss the role and significance of the ENAP.

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2) Write a note on the training of Civil Servants in Russia.

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3) Enumerate the training Academies and institutes that impart professional training in India.

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8.6 TRAINING OF CIVIL SERVANTS IN CHINA

China puts emphasis on training and development of its civil servants and methods of attracting capable human capital in order to promote its development agenda. The training system was initiated in 1996 by the Provisional Regulation on Civil Servant Training, which set forth extensive training requirements and programmes.

“In addition, the Ministry of Personnel formulates 5-year training guidelines, in accordance with the party’s 5-year state plans, to outline the principles, goals, priorities and enabling measures of civil servant training during a certain time period. For example, the ministry formulated the 2001-2005 Civil Servant Training Guidelines and another one for 2006-2010. These guidelines are followed by provincial and local governments. The party control of civil servant training is reflected in the fact that the Ministry of Personnel formulates its 5-year guidelines by following the Chinese Communist Party (CCP) Organisational department’s 5-year plans for cadre education and training. More substantively, the 2008 Provisional Regulations on Civil Servant Training, for example, specifies in Article 5 of Section 1 that “the Organisational Department of the CCP (Chinese Communist Party) Central Committee is responsible for all aspects of civil servant training, while the Ministry of Personnel is responsible for directing and coordinating civil servant training in administrative agencies”. Training under the cadre system mostly focused on teaching Marxist political ideology and fostering party loyalty. This is still important in the current system, but equal attention is paid to the professional knowledge, skills, and abilities. The 2006- 2010 Civil Servant Training Guideline suggested four criteria for a good civil service workforce: political loyalty, professional competence, personal integrity, and citizen satisfaction. The guideline emphasises the role of Marxist theories but stresses that the theories must be linked with practical issues and that the central task of training is to improve civil servants’ abilities in areas such as political awareness, lawful administration, public service, research, innovation, communication, coordination, problem solving, and psychological adaptation” (Yang, Wu, Xu, and Chen, 2012).

Training Principles and Types

China’s civil servant training is of many types that include different purposes, targeted levels of positions, and contents, which are depicted in following (8.1) table.

Table 8.1: Types of Civil Servant Training

Types of Civil Servants’ Training	According to Civil Service Law	1. Pre-Service Training for the new recruits 2. Pre-promotion qualification training 3. Training for Special Positions 4. Training for special positions that require particular knowledge update and skills 5. Training for Reserve Talent or young civil servants who are placed on the fast track
	According to civil servants’ position level	1. Provincial/ Ministry-level Training 2. City/ Bureau-level Training 3. County/ “Chu”-level training 4. Office/ “Ke”-level training
	According to Training Contents	Courses on certain subjects: 1. Law 2. Environment Protection 3. Economics

Source: Yang, Wu , Xiaolin Xu , & Tao Chen, 2012.

“The 2008 Provisional Regulation on Civil Servant Training eliminated the last type, renamed knowledge update training as on-the-job training, and changed pre-promotion qualification training to new position training, which can be conducted either during the pre-promotion phase or within 1 year after the promotion.

The 2008 Provisional Regulation on Civil Servant Training includes some centralised or standardised requirements to not only ensure compliance but also to allow flexibility and autonomy, when necessary. The transition to more balanced attention to political control and professional competence can also be seen by comparing the 1996 Provisional Regulation on Civil Servant Training and the 2008 Regulation, particularly Section 1, which outlines the general principles guiding the civil servant training. Both versions emphasise the principles that training must serve the needs of social and economic development and that training performance should be linked to performance appraisal and promotion. Even, Article 3 in 2008 version places more emphasis on professional abilities. (Yang, Wu, Xu, and Chen, 2012)

Training Institutions

Training under the cadre system was provided primarily by party schools at the national and local levels. Soon after, provincial schools of administration were built to train civil servants at entry and middle levels, becoming the primary organisations for local governments to train their civil servants. Later on, a majority of the city and county governments established their own schools of administration. Currently, organisations providing civil servant training include several types: Party schools at all levels, schools of administration at all levels, civil service training centers at all levels, and civil service training bases (i.e., the China Executive Leadership Academy in Yan’an, (Table 8.2). Moreover, public administration programmes in universities—doctoral programmes started in 1998 and MPA programmes started in 2002 (Yang, 2005)—also offer civil servant training and degree education.

Table 8.2: Training Institutions for Civil Servants

Training Institutions for Civil Servants	According to how it is established	1. New Independent schools of public administration. For example, The National School of Public Administration. 2. Institutes combining party schools and schools of administration. For example, Nanning Institute of Administration.
	Party schools and schools of administration	1. Institutes combining schools of administration with other training institutions. For example, Shanxi Provincial Institute of Public Administration.
	According to the training objects (trainees)	1. The National School of Public Administration: training senior civil servants: established in 1994. 2. Local schools of public administration: Training mid-level and junior civil servants.

	Civil servants' training centres	In accordance with China's administrative system and the principle of territorial management, from central government to local government, each province and municipality has its own civil servants training centre.
	Bases of Civil servant's training	To further provide training to mid-level and senior civil servants, China established three national training bases: China Executive Leadership Academy, Jinggangshan (CELAJ); China Executive Leadership Academy, Yan'an (CELAY); China Executive Leadership Academy, Pudong (CELAP)

Source: Yang, Wu , Xiaolin Xu , and Tao Chen, 2012

The line between schools of administration and party schools is not clear-cut. There are three types of school of administration. The first is a limited number of newly established independent institutes, such as the National School. The majority are of the second type, which combines party schools and schools of administration. These combined ones, such as the Nanning City School of Administration, provide training to both party cadres and civil servants. The third type of schools were combined with or built upon other local training organisations, such as institutes for economics and management. These type of schools, such as the Shaanxi Provincial Institute of Public Administration, provide training to both civil servants and other managers such as those in state-owned enterprises. Even training organisation, which seem to be separate from party schools, are effectively under political control.

The Impact of Civil Servant Training

The centralised civil servant training system leads to high levels of outputs in a short period of time with the focus on areas such as knowledge about their position, modern science and technology, public management, lawful administration, World Trade Organisation (WTO), market economy, foreign language, and computer. The Civil servant training has also been very responsive to the changing environment and policy priorities of the government. Key events such as the WTO re-entry, the 2003 SARS crisis, the 2007-2008 natural disasters, and the food and toy export problems have all triggered more emphasis on developing professional competencies for dealing with international standards and unexpected events, followed by top-down efforts to arrange for training in those subjects. But, the training system suffers from following problems.

- i) Training opportunities are unevenly distributed.
- ii) Central government agencies and richer coastal cities have more generous training budget.
- iii) The lack of interest in many local governments, and among many civil servants is another problem.

Nevertheless, the public service workforce is drastically different from the revolutionary cadres in the past, and it has supported the country's economic growth and social development. In particular, civil servants in central ministries and coastal cities are highly competent and committed (Burns, 2007; Chou,

2008). Admittedly, civil service training cannot solve all type of the problems faced by the Chinese government (Yang, Wu, Xu, & Chen, 2012).

8.7 TRAINING OF CIVIL SERVANTS IN SOUTH AFRICA

To give effect to the Constitutional imperative of a “development-oriented, transparent, responsive and broadly representative” public service, Chapter 13 of the White Paper on the Transformation of the Public Service, 1995 stated that all public servants, from the most senior to the most junior, require on-going training as an integral part of their professional life and these training programmes need to be flexible in order to maximise the access of workers to in-service training, which will include access to adult basic education (Chauhan, n.d.).

Compulsory Induction Programme

In South Africa, the new civil servants at the entry level are required to undergo Compulsory Induction Programme (CIP), introduced in 2012, which is mandatory to attend for new public servants from salary levels 1 to 16 as per the Directives issued by the Minister for Public Service and Administration in terms of Chapter 1, Part IX (C1) of the Public Service Regulations, 2001. (<https://www.justice.gov.za/juscol/f-nsg.html>, n.d.)

- a) Amendments to the Directive on Implementation of the Compulsory Induction Programme (CIP) in the public service, April 2015.
- b) Directive on Compulsory Capacity Development, Mandatory Training Days and Minimum entry requirements for Senior Management Services (SMS).

The programme is aimed at building a public service cadre that demonstrates developmental values, zeal, knowledge, skills and commitment to serving the ordinary citizens of South Africa (<https://www.justice.gov.za/juscol/f-nsg.html>, n.d.).

The CIP challenges new public servants to live the Batho Pele principles and to instil knowledge and understanding of the intrinsic values and building blocks of South Africa, i.e. values underlying South African Constitution, Bill of Rights and related legislation; and, Legislative frameworks, such as the Public Service Act, Public Finance Management Act and the Bill of Rights (<https://www.justice.gov.za/juscol/f-nsg.html>, n.d.).

The CIP seeks to enable new recruits to work professionally and understand:

- The intent of our Constitution and the implementation of the government policies, legislation and regulations;
- The expectations and needs of citizens;
- The common purpose and collective vision of our nation;

- The structure of Government and the application of the administrative apparatus of the State;
- Human, financial, and physical resources; and
- Diversity and inclusivity in the workplace.

Scheme of CIP

It is mandatory that all new entrants to the public service attend the CIP during the first twenty-four months of employment. Successful completion of the CIP results in confirmation of permanent appointment in the public service, and eligibility to qualify for an annual pay progression. The pay progression of new entrants to the public service appointed after 01st July 2012 is linked to successful completion of a Compulsory Induction Programme. The new official will be eligible for confirmation of probation once Module One of the CIP is successfully completed.

Main Features of the CIP Programme

- i) The CIP is a yearlong accredited programme of five modules of 26 contact days delivered in a blended mode by using e-learning, face-to-face contact as well as self-study and peer learning. Training for the CIP is arranged by the National School of Government in cooperation with the client department for the full time employees from Departments. The Programme is regulated by Ministerial Directive 2012 linking probation and pay progression of new employees.
- ii) All the training programmes are focused on a specific target group or salary level of public servants.
 - a) The department that identified the training needs decides what training should be carried out.
 - b) The guidelines that inform the training programmes are the Learning Provision Cycle and the Learning Programme Design Matrix.
 - c) The National School of Government (NSG) is responsible for the quality of training, that is selected and offered.
- iii)
 - a) Every training programme has assessment requirements to ensure the effectiveness of training.
 - b) Training is monitored and evaluated on a regular basis. The National School of Government conducts evaluations of the training programmes and the application of learning thereof in the workplace.
- iv) The Public Service Commission has released reports on the State of the Public Service and the reports on Assessing the effectiveness of training provided by PALAMA (Public Administration, Leadership and Management Academy) in improving skills and competencies of public

The importance of training and development in the public service is articulated in the Constitution of the Republic, 1996, primary and secondary legislative prescripts, white papers and strategic frameworks, and the National Development Plan.

Institution Responsible for Training

“The recently established National School of Government (NSG), which replaced the Public Administration, Leadership and Management Academy (PALAMA), is responsible for the provision of education, training and development programmes in the public service. The NSG was established in terms of Schedule 1 of the Public Service Act, 1994. The objective of the NSG is to develop a professional and capable public service for a developmental state. The NSG offers a combination of compulsory training programmes for all public service officials, tailor-made programmes based on the needs of various government departments and optional programmes that are necessary for continuous training and development. The NSG is expected to implement the following programmes” (Chauhan, n.d.):

- The Compulsory Induction Programme (CIP), which targets all new public service employees and is aimed at ensuring that all public servants are oriented to the public sector and to their respective job responsibilities.
- In-service learning and development programmes that give public servants access to continuous quality learning and development that will make an impact on public sector performance and service delivery, targeting administration support staff, management and executive leadership.
- In-service learning and development programmes that are aimed at impacting on public sector performance and service delivery, including strategy, planning, monitoring and evaluation, problem solving and analysis, financial management, human resource development and communication.

Implementation of the CIP is characterised by challenges such as:

- There is shortage of trainers, which has been criticised on the basis that mechanisms have not been put in place to tap into the expertise of existing public service officials and competent former public servants, commissioners and ministers; and
- There are no mandatory programmes for promotion purposes and many of the programmes are not accredited.

The weaknesses in the offered training and development programmes meant that many Public Service employees preferred to obtain short-term training from accredited public and private Higher Education Training Institutes (HETIs) and Technical Vocational Education and Training Institutions (TVETs). This is in

addition to pursuing formal qualification studies through the higher education institutions, with the financial support of government departments in line with their approved bursary schemes (in South Africa, Bursaries are sponsorships given by companies to qualifying students to study further and achieve a great qualification for better work opportunities and a decent future). It is estimated that national and provincial departments spend approximately 2-4 billion rand per annum on employee bursaries for formal qualifications and *ad hoc* funding for short-term training programmes. The decentralised model for funding the NSG has also meant that public service institutions such as the NSG compete for resources with private and public TVETs and HETIs.

The legislative and regulatory framework to facilitate training and development in the public service in South Africa is in place. However, coordination of the training offered by various institutions, including HETIs, remains a challenge. Thus, the training programmes should focus on, among others, management and frontline services to ensure that the service delivered to the citizens of the country is efficient and of good quality.

Check Your Progress 2

Note: i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

- 1) What are the different categories of training programmes for civil servants in China?

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- 2) Discuss the significance of the National School of Governance in South Africa.

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8.8 CONCLUSION

The training of administrators has been recognised as an important instrument of administrative change in BRICS. All the five countries have framed an elaborative programme for entry level civil servants, and in-service training so as to keep the civil servants abreast of the latest developments and equip them to deal with the challenges of socio-economic development. Accordingly, all five countries have set up institutional framework to impart training to the civil servants in their countries respectively apart from foreign training in different countries of the world.

8.9 GLOSSARY

Batho Pele Principles: It is a set of eight principles on service delivery by putting people first as per the service they are entitled to. It requires public servants to be polite, open and transparent in delivering goods and services to the public by consultation, service standards, access, courtesy, information, openness and transparency, redress, and value for money.

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8.11 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress 1

1) Your answer should include the following points:

- ENAP or Escola Nacional de Administração Pública (The National School of Public Administration) is a federal public foundation, linked to the Brazilian Ministry of Planning, Budget and Management and is the main school of government in Brazil.

- Founded in 1986, it is a reference school for the training of high officials and civil servants of strategic state cadres and its mission is “to develop the skills of the civil servants in order to increase the capacity of governance in managing public policies”.
- 2) Your answer should include the following points:
- At present, the civil servants in Russia undergo various types of training programmes: Short-term training programme, mid-term training programme, Programmes for re-qualification in case of job posting change, Masters’ in Public Administration Programmes for top managerial positions and Practical Training Programmes including training abroad.
 - These programmes are of different duration and have different objectives in consonance with the objectives of a development state.
- 3) Your answer should include the following points:
- Lal Bahadur Shastri National Academy of Administration.
 - Sardar Vallabhbhai Patel National Police Academy for Police Service.
 - Sushma Swaraj Foreign Service Institute.

Check Your Progress 2

- 1) Your answer should include the following points:
- Refer Section 8.6
- 2) Your answer should include the following points:
- National School of Governance replaced PALMA (Public Administration, Leadership and Management Academy).
 - It is responsible for the provision of education, training and development programmes in the public service.
 - It was established as per Schedule 1 of the Public Service Act, 1994.
 - For more details, refer Section 8.7