

COMPARATIVE STUDY ON
THE TRAINING SYSTEM OF CIVIL SERVANT
IN SRI LANKA

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Sri Lanka

(1) HISTORY OF CEYLON CIVIL SERVICE :

Before writing about the training system of Civil Servant in Sri Lanka it is appropriate I think to go into the History of Civil Service in Sri Lanka.

In 1796 the British conquered the Maritime Provinces of Sri Lanka (then Ceylon) and governed those areas through the British East India Company with headquarters at Madras and by 1815 with the conquest of the Kandyan Kingdom the entire Island came under the British Rule and Sri Lanka was made a Crown Colony. With the passage of time, to establish their governing capabilities the British made use of the Civil Service and thus Civil Service was created. In 1798 when Fredric North was appointed as the Governor of the Maritime Provinces of Sri Lanka he brought along with him a few Civil Service. But the actual Civil Service was created in 1802. These earlier Civil Servants were not appointed on any educational or other qualifications but purely on sponsorship. Although the Governors of the Calibre of Maitland did not approve of this system it continued for a long time. When these officers were appointed the actual requirements of the Crown Colony were not taken into consideration. With the passage of time these Civil Servants were able to create an "Administrative Clan" among themselves. To assist them a clerical service was created. As time went on the Sinhala and Tamil people were able to get educations suitable for these clerical posts. The earlier Civil Servants were mainly entrusted with the collection of taxes. The Colbrook Commission recommended that Sri Lankans with a knowledge of English and British living in Sri Lanka should be given appointments in the Civil Service. These appointments were confined only to a few Sri Lankans, and that also was to the lower rungs of the service. Some reforms were made to change the pattern during the period 1837-1839 and these reforms too did not help very much. During 1844-1845 they were prohibited from engaging themselves in commercial estate development work. Their salaries were increased and a pension scheme was started. The reforms started by Colonial Secretary Lord Stanley was an attempt to raise the

service conditions of the officers of the higher rungs of the Civil Service. Although reforms in the Civil Service were made during the period of Governor Sir Henry Ward, even at the end of the 19th century the structure of the original service remained same without any change. In 1912 Civil Servants were appointed to administrative posts in various departments. However, they showed a reluctance to occupy posts which did not belong to their service. By now a very striking feature was that more and more posts were being occupied by Sri Lankans.

By 1938 almost all the Civil Service appointments were held by Sri Lankans. In 1943 the Civil Service Commission was set up and recruitment to the Civil Service was made through an open competitive examination.

(2) OTHER ADMINISTRATIVE POSTS.

Before discussing about the method of recruitment to the Civil Service it is of importance to give a description of the other administrative services which existed along with the Civil Service. The highest posts in the Government were exclusively for the Civil Service and officers of the Civil Service held these posts. For example, Permanent Secretaries to the Ministries, Heads of Departments, Government Agents and Assistant Government Agents, belonged to this category of Civil Servants. The other administrative officers who held the posts of Assistants and Deputies, although had the posts of Assistants and Deputies, although had qualifications equal to the members of the prestigious Civil Service, were not able to gain promotions to the posts in the Civil Service due to the system prevailed at that time. This created frustration among the members of the service and the agitations for a change in the structure of the administrative system of Sri Lanka bore fruits. The Government of the day, after giving much consideration to this matter decided to change the administrative system that continued for a long time, which was a legacy of the British Raj. The development pattern of the country was changing fast and it was felt that the entire structure of the prevailing administrative system should be changed to suit the developing nature of the country. In short it was felt that a "Development Administration" system was more suitable for the country. The details regarding this change will be discussed later.

(3) RECRUITMENT TO CIVIL SERVICE :

Let us now discuss as to how recruitment to the Civil Service was made, selection was through a highly competitive examination limited to graduates of recognised Universities with certain age limits. Out of a

very large number of competitors just a handful were selected. Apart from their performance at the examination and interviews their family backgrounds, social standing and character were also decisive factors. In this manner the cream of the intelligensia joined the ranks of the service. They were designated as "Cadets" during their training period. The training was normally given in Kachcheries (Provincial Administrative Offices) and other Departments, under the guidance of the Government agents (Heads of Provincial Administrative Offices) and the Heads of other Departments. Their training was confined to the practical side of the day to day administration. They sat with their seniors and subordinate Officers i.e. Government Agents, Assistant Government Agents, Office Assistants, Chief Clerks and even with other clerks and gained much knowledge in office procedures. They were also required to be conversant with Financial Regulations, Manual of Procedure and Departmental Regulations. Once they finished their stipulated training period they were posted as Office Assistant etc., and in due course according to their Seniority in the service they were appointed to more responsible and senior positions. These earlier Civil Servants simultaneously functioned as Administrators, Revenue Collectors, Magistrates and Police Officers.

(4) SRI LANKA ADMINISTRATIVE SERVICE :

In para (2) above it was mentioned that a change was to be made in the structure of the Civil Service to suit the development nature of the country. So to achieve this object, important changes were made in the administrative system of the country. As a first step, the name Ceylon Civil Service was changed into that of Ceylon Administrative Service in 1963 and subsequently to Sri Lanka Administrative Service thus ending an era of over 150 years of British system of Administration. The Sri Lanka Administrative Service is a three tier structure which consists of state officers appointed to any of the classes or grades of the office appointed services enumerated below;

Class: I - Cadre 165
Class: II - Grade I - Cadre 345
Class: II - Grade II - Cadre 1035

The cadre of the Sri Lanka Administrative service may be varied from time to time according to the needs of the Government. Like recruitment to the former Civil Service, recruitment to the Sri Lanka Administrative Service is also from an open competitive examination and in addition, there is a limited competitive examination for those who

are in other selected services of the state with 10 years experience and also by promotion of certain other suitable categories of officers. Graduates of recognised Universities with certain age limits are eligible to sit the open competitive examination. Those who are successful at the written examination are called for a viva-voce test and those who are successful are finally selected to the Sri Lanka Administrative Service. The limited competitive examination is also based on the same lines as that of the open the competitive examination and candidates are selected on the same pattern. The candidates for merit promotions are selected from interviews. The number of officers to be selected from the three categories at any time will be decided by the Secretary to the Ministry of Public Administration.

(5) SRI LANKA INSTITUTE OF DEVELOPMENT ADMINISTRATION :

The premier institution in Sri Lanka for the formal training of persons in the field of Public Administration is the Sri Lanka Institute of Development Administration. When the Institute was first established it was named as the Academy of Administrative Studies. The Academy of Administrative Studies was established as far back as 1965. At the time it was set up, it was not felt that the Academy in the near future will have to face the challenge of training personnel in the modern day task of Development Administration. So with this object in mind the name of Academy was re-named as the Sri Lanka Institute of Development Administration effective from 1st November, 1979. The functions of the new Institute included Management Consultancy, Applied Research, Publications and Documentation, in addition to Management Training which had been undertaken earlier. To ensure the commitment and assistance of the Senior level of the Administration, the Governing Council was set up to provide guidelines to Sri Lanka Institute of Development Administration in the conduct of its activities and also indicate Government's priorities in the field of training and organizational development. The Council which has been functioning from March, 1980 consists of Secretaries of six key Ministries a representative from the private sector and the Director, Sri Lanka Institute of Development Administration as its members. A committee of Liaison Officers consisting of Senior Ministry Officers and Government Agents was also established. This Committee meet monthly for a review and evaluation of training activities. After an experimental period of the Institutes functioning the Governing Council proposed to Government the establishment of Sri Lanka Institute of Development Administration as a Corporation in order to provide it with greater autonomy in its operation. Thus the Sri Lanka Institute of Development

Administration Act No: 9 of 1982 granting corporate status was enacted by Parliament and made effective from 3rd May 1982.

Among general objects of the Institute as set out in Section 3 of the Act the most salient are the following:

- (i) to develop through training, knowledge, skills, and behaviour, in public officers, which are necessary for the effective performance of their official duties;
- (ii) to award Certificates and Diplomas in connection with training courses held by the Institute;
- (iii) to make available to the Government and the country the services of specialists in the various functional areas of management, for advice, consultancy and special assignments;
- (iv) to assist public sector agencies in reviewing and improving their organizational management systems;
- (v) to undertake consultancy assignments;
- (vi) to provide a forum for critical appraisal and modification of management and organizational theory and practices, and public administration system;
- (vii) to assist public sector organization in management development, establishment of work-norms determination of compensation systems, and generally improve productivity;
- (viii) to actively collaborate with other organizations, groups and individuals in management training, research and related activities in Sri Lanka and abroad;
- (ix) to represent the Institute before appropriate national and international bodies and conferences;
- (x) to sponsor and hold conferences and seminars and publish books and magazines in connection with management and public administration with the assistance of approved national or international organizations where necessary.

Director, Sri Lanka Institute of Development Administration is the Chief Executive Officer of the Institute and works under the guidance of the Governing Council of Sri Lanka Institute of Development Administration. It comes under the Ministry of Public Administration. The Director is assisted by Additional Directors responsible for Consultancy, Research and Publications, Administration and Finance and Training and Evaluation. The Training Departments are as follows:

Management and Organisation
Financial Management

Project and Operations Management
Policy and Environment
Induction Training
Language Training
Supplies and Materials Management
Centre for Middle-Level Training

Each Training Department is headed by a Senior Consultant. The Registrar of the Institute is assisted by programme Officers responsible for all arrangements in programming and conducting the respective courses.

(6) TRAINING OF SRI LANKA ADMINISTRATIVE SERVICE CADETS :

1. Open Competitive Stream

The objective of the training is to equip trainees with an enhanced understanding of the total environment in which they would have to work, and the principles and process of management while creating in them an awareness of the crucial role of the Development Administrator as an agent, of change.

Content of Course

The Training Programme is divided into 3 phases as follows:-

Phase 1

The Foundation/Orientation Training Course at the Sri Lanka Institute of Development Administration -4 months. This training course will cover the following subject areas:-

- (a) Management and Organization
- (b) Economic and Social Policy
- (c) Research/Planning Techniques and Methods
- (d) English (Written/Oral)
- (e) Training Attachment to the Police Department (at Sri Lanka Police College, Kalutara)-2 to 3 weeks.

Phase 11

District Level Training Attachment-4 months comprising.

- (a) Attachment to District Kachcheries (2 weeks)
- (b) On-the-job Training attachment to a Divisional Assistant Government Agent's Office (2 months)
- (c) Socio-Economic Study of a village/4 weeks (while residing in a Village)
- (d) Agricultural Training at an Agricultural Training Institute (Gannoruwa/Kundasale/Maha Illupallama)

2 weeks.

Phase 111

Institutional Training Course—at the Sri Lanka Institute of Development Administration—4 months. The training course will cover Deveolpment Administration and English Language.

Written Assignment

During this period, cadets have also to complete a written assignment, (research paper/monograph, of about 5,000 words) on an approved topic selected from the following areas of specialisation;

- (1) Development Policy and Planning
- (2) Management and Organization
- (3) District Administration-Regional Development
- (4) Rural Community Development
- (5) Project Management-Planning, Formulation, Appraisal, Implementation and Evaluation.

Duration :

- (1) 12 months initially at Sri Lanka Institute of Development Administration.
- (2) 24 months On-the-job Training which includes;
 - (a) Six months cadetship under the guidance and supervision of Senior Administrator.
 - (b) Six months assignment on a specific project which has to be implemented by the cadet.

Timing :

From the date cadets are attached to Sri Lanka Institute of Development Administration.

Performance Assessment :

A qualifying examination (consisting of 4 or 5 question papers) will be held during the Training Programme at which cadets will have to be successful to be absorbed to the Sri Lanka Administrative Service. The overall performance assessment would also take into account special assignments (i.e. Socio-Economic Studies/Monographs) done by each cadet and aptitudinal/behavioral assessment of each cadet done by the Training Co-ordinators/Supervisors and Tutor-counsellors relating to their attitudes to work, organizing abilities, problem solving and decision making skills, public relations skills, and leadership potential. Cadets who are successful at the

qualifying examination would be awarded a "Certificate in Public Administration."

This course is conducted in Sinhala/English and the Training Programme is jointly funded by the Government of Sri Lanka and the Konrad Adnauer Foundation of the Federal Republic of Germany.

2. Limited Competitive Stream

The objective is to equip trainees with an enhanced understanding of the environment in which they would have to work while familiarising themselves with the principles and processes of Management and Development Administrations.

Content of Course

The training programme is divided into 3 components

- (1) The Foundation Training Course-During which period the trainees would be introduced to the current concepts and techniques of Management and Organization. In addition, this training course would seek to familiarise socio-cultural, political and economic implications which have direct bearing on Development Administration.
- (2) Practical Training Attachments-For a period of one month the trainees will be attached to Ministries/Departments/District Secretariats Assistant Government Agent's Officer for on-the-job training. The purpose of these attachments is to enable trainees to relate the classroom learning which they have undergone to actual field condition. During this period, they should carefully study the working of the organizations to which they are attached and also attend to specific work they might be entrusted with.
- (3) Written Assignment-Each trainee is required to submit a report of about 5000 words on a subject pertaining to Development Administration before the end of the course on an approved topic selected from the following areas of specialization:
 1. Development Policy Planning
 2. Management and Organization
 3. District Administration/Regional Development
 4. Rural/Community Development
 5. Project Management

Duration :

Six months on attachment to Sri Lanka Institute of Development Administration.

Timing :

From the date trainees are attached to Sri Lanka Institute of Development Administration.

Performance Assessment :

The examination would be held at the end of the training programme at which the trainees will have to be successful to be absorbed to the Sri Lanka Administrative Service. The overall performance assessment will also take into account the written assignment done by each trainee and aptitudinal behavioral assessment of each new recruit done by the Training Co-ordinators and tutor-counsellors, relating to their attitudes to work, organizing abilities, public relations and skills and leadership potential.

This course is conducted in Sinhala/English and the programme is jointly funded by the Government of Sri Lanka/The Konrad Adenauer Foundation of the Federal Republic of Germany.

3. TRAINING OF MERIT PROMOTIBLES :

The objective is to reorient trainees who were previously in operations and supervisory positions to assume managerial responsibilities in the Sri Lanka Administrative Service by exposing them to Management through theory and practice.

Content of Course :

This training course seeks to provide basic skills relating to management and organisation while providing an awareness of the prevailing socio-cultural, political, economic and institutional environment within which the trainees have to work.

Some of the major areas included in this training course are as follows:

- (1) Principles of Management
- (2) Personnel Management
- (3) Project Management
- (4) Office Management
- (5) Disciplinary Procedure
- (6) Agricultural Training

- (7) The Constitution, Administrative Law, Legal System and Legislative Procedure.
- (8) Law Enforcement
- (9) Work Study Techniques
- (10) Major Development Programme and Projects (Mahaweli Project, Greater Colombo Economic Commission, Village Re-awakening Programme, Urban Development Projects, etc.)

Duration :

3 months.

Timing :

From the date promotees are attached to Sri Lanka Institute of Development Administration for training.

(7) IN-SERVICE TRAINING

Vide para 6 above I have given the Methods of training, pertaining to new recruits to the Sri Lanka Administrative Service. In addition to these Training Courses periodical training courses are held as and when the necessity arises. These courses are sometimes conducted in the Sri Lanka Institute of Development Administration itself or in other institutes. These Institutes include Sri Lanka Foundation Institute, Agrarian Development and Research Institute, The Central Environmental Authority etc. The courses may pertain to Administration, Management, Public Finance, Agriculture, Environment and so on. These courses help the officer to get a practical knowledge regarding his field of work. In addition to these courses scholarships are offered to deserving officers in foreign countries. These scholarships last some time from two weeks to two years depending on the nature of the course and may lead to Diplomas in various subjects. Some of the sponsoring organizations are Colombo plan, Konrad Adenauer Foundation, UNICEF, UNESCO etc. The Officers are also requested to pass certain Efficiency Bar examinations to get into the higher grades of their service. This also needs careful training and studies of certain subjects which are given below: Without passing these examinations no officer will be either confirmed in his appointment or promoted to the next higher grade. The subjects for these Examinations as mentioned above are as follows : These subjects are for the first Efficiency Bar examination which is a prerequisite for confirmation.

1. Law
2. Finance

3. Administration
4. (a) Economics or
(b) Sociology

For promotions to Class II Grade IX of the Sri Lanka Administrative Service an Officer will have to pass the second Efficiency Bar examination. The subjects are as follows:

1. Economic and Social Policy (with special reference to Sri Lanka)
2. The process of Development Administration (with special reference to Sri Lanka)
3. Management and Organization

As mentioned earlier, the training courses referred to therein, help the officers to gain a thorough knowledge in the preparation for the Efficiency Bar examination.