

## Reforming Recruitment and Selection of the Nepalese Civil Service\*

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This study aims to critically analyze the recruitment and selection of the Nepalese civil service to identify the prevalent problems affecting recruitment and selection, as well as the factors contributing to the inadequacies of the exercise, and to suggest policy recommendations for further development of the Nepalese civil service. A qualitative research strategy using a comprehensive document review has been adapted to identify, analyze, and derive useful information from existing documents. It is found that Nepalese bureaucrats have low morale, low productivity, uncertain prospects for career development, and a weak reward and punishment system. Other challenges facing the Public Service Commission's (PSC) recruitment and selection process include frequent changes in civil service rules and regulations along with changes in institutional structure, pervasive corruption in all echelons of administration, lack of political will and support to carry on civil service reform, and bureaucratic resistance. This study also found problems including limited practice of the principles of meritocracy and representative inclusiveness; lack of proper job descriptions in vacancy announcements; highly politicization and rampant corruption; continued practicing of the conventional selection approach; and improper utilization of the managerial, political, and legal approaches in the recruitment and selection process.

□ Key Words: civil service, recruitment, selection, public service commission, Nepal

\* This work was supported by the Ministry of Education of the Republic of Korea and the National Research Foundation of Korea (NRF-2016S1A5B8925203).

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## I . Introduction

Civil servants, as the backbone of every government around the world, deliver government services to the public in an efficient and effective manner with the available resources for socio-economic development as a whole. In a developing country such as Nepal, recruiting and selecting the best, competent, knowledgeable and innovative candidates for civil service positions is highly necessary to make the government system more efficient and effective in delivering services, as well as to react quickly in response to the changing societal and global environment. Accordingly, the government is responsible for reforming its policies to make the recruitment and selection process more competent, and to reflect the changing environment and demands of the globalized world.

From 1846 until 1951, the Kingdom of Nepal was ruled by the Rana dynasty, which was a Khas dynasty that claimed Rajput ancestry. Nepal has been in a political transition phase since the ousting of the autocratic Rana regime in the 1950s. A formal civil service officially started in Nepal with the promulgation of Nepal's Interim Constitution in 1950 and the establishment of the Administrative Reform Commission in 1952, which paved the way to restructure the public service. The Government of Nepal established the Public Service Commission (PSC) as an independent constitutional body in 1951 to recruit and select qualified and meritorious civil servants as required by the government. Since the PSC's establishment, Nepal's civil service policy has been reformed several times to adjust to the changing socio-political environment. The Government of Nepal invests an increasing chunk of its budget in the civil service every year, but the overall recruitment and selection process is not efficient in many aspects. Despite numerous reforms of the civil service act, there are critical problems in Nepal's civil service recruitment and selection exercise in terms of politicization, professionalism, lack of job descriptions, and poor work performance assessments that affect the productivity, decision-making, program implementation, and quality public service delivery of the government agencies and civil servants. The recruitment and selection process is also influenced by various environmental factors such as economic demands, political, social and technological. Therefore, it is necessary to monitor all the problems affecting the recruitment and selection process in order to recruit and select the best qualified and competent candidates for the civil service. Accordingly, the main objective of this paper is to critically analyze the PSC's recruitment and selection process of civil

servants and aims to identify the dominant problems affecting the recruitment and selection process in Nepalese civil service. The motivation for this study is to create a standard Nepalese civil service by suggesting and recommending the best recruitment and selection process. Therefore, the PSC as well as other developing countries and business practitioner can utilize the findings and recommendations of this study to recruit and select the best qualified and competent candidates for the civil service. Furthermore, this study hopes to provide more information in the field of public human resource management which can be beneficial to academicians, students, and general public who are engaged in this field.

This paper first analyzes the recruitment and selection process adopted by the PSC of Nepal to identify the prevalent problems affecting the recruitment and selection in the Nepalese civil service, as well as the factors contributing to the inadequacies of the exercise, and to suggest policy recommendations for further development of the Nepalese civil service. The following research questions are designed to analyze the recruitment and selection process. (1) What are the problems affecting recruitment and selection in the Nepalese civil service? (2) What are the causes of these problems? (3) What are the challenges of the Nepalese civil service? (4) Does the Nepalese civil service employ adequate job descriptions to complement the recruitment and selection process? (5) Are the three government approaches (managerial, political, and legal) considered when selecting civil servants to fill vacant posts in the Nepalese civil service?

The second section of this paper highlights the methodology used to analyze the recruitment and selection process of the Nepalese civil service. The third section focuses on an overview of the recruitment and selection process in strategic human resource management (SHRM). Then the present mandate, organizational set-up, and work-system of the Nepalese civil service are presented. After that, the challenges and problems faced by the Nepalese civil service is discussed on the basis of the above mentioned research questions. Finally, this paper suggests policy implications and recommendations to improve the recruitment and selection process of the PSC. We believe that Nepal's PSC and other developing nations can adopt the findings and recommendations of this study to recruit and select the best, competent, qualified and efficient human resources who best meet the workplace needs for their civil services.

## II. Research Methods and Conceptualization of the Recruitment and Selection

This study uses comprehensive document review to identify, analyze, and derive useful information from existing documents. Flexibility and openness are the main reason to select this research method. Since there are few critical studies on the Nepalese civil service, this study is based on secondary data available from published articles and journals, the Nepalese Civil Service Act and Regulations, the Public Service Commission Act and Regulations, government reports, research reports, mass media news, and various websites. These documents were critically studied and from which the argument of this paper was identified and articulated.

Generally speaking, one main function and duty of government is to provide effective and efficient public services. In order to do so, the government requires SHRM to recruit and select competent and qualified employees. Recruitment and selection to attract and retain competent and qualified civil servants is one of the important processes in civil service organizations. Recruitment and selection seem similar but they are very different processes from each other. Recruitment is the process of attracting qualified candidates to fill vacant positions, whereas selection is the process of making the decision to select the best candidate for the vacant position (Pynes, 2008). Therefore, civil service organizations need effective strategic human resource planning to ensure the reasonable flow of human resources.

Yoder (1972: 217) described recruitment as a process to discover the manpower sources to meet the requirements of the staffing schedule and to employ effective measures for attracting that manpower in adequate numbers to facilitate the effective selection of an efficient workforce. Flippo (1984: 141) defined recruitment as the process of searching for a candidate for employment and stimulating them to apply for jobs in the organization. Peretomode and Peretomode (2001) claimed that an articulated recruitment exercise is needed to find a competent and effective labor force. In sum, recruitment refers to the overall process of attracting, selecting, and appointing suitable and competent candidates for jobs (either permanent or temporary) from within or outside an organization. Therefore, recruitment is the process of linking organizations and job seekers by attracting, searching, and collecting individuals possessing the necessary knowledge, skill, ability, and other

characteristics (KSAOCs). Recruitment starts with seeking new employees and ends with collecting a number of qualified applicants in an applicant pool, from which the right employees are selected for the right jobs in a smooth and orderly selection process. Recruitment is the set of activities used to obtain a sufficient number of the right people at the right time from the right places (Nickels et al., 2009; Briggs, 2007). Its purpose is to select those candidates, who best meet the workplace needs, and to develop and maintain a qualified and adequate workforce through which an organization can fulfill its human resource plan.

The recruitment process begins with a job analysis that specifies and identifies the human resource requirements for each vacant position such as the KSAOCs, education, certification or licensing requirements, essential tasks and job responsibilities, numbers, skill mix, and time frame to attract the potential and qualified candidates to apply for the vacant position and to meet the current and future demands of human resources (Briggs, 2007; Cascio, 1986; Pynes, 2008). Internal (within an organization) and external recruitment (outside an organization) can be used to get applications from qualified and competent candidates to fill the vacant position(s) in an organization. Internal recruitment is searching for the right candidate for the vacant positions from the incumbent employees by identifying, reviewing, and evaluating their KSAOCs relative to the various vacant jobs within the organization prior to the selection of qualified candidates (Pynes, 2008). Internal recruitment can involve transferring, promoting, upgrading, demoting, retiring and retrenching employees, and job posting within organizations. External recruitment is a SHRM strategy to seek qualified applicants from outside the organization to fill vacant positions. Some external sources of recruitment are press advertisements, educational institutes, placement agencies, employment exchanges, labor contractors, unsolicited applicants, employee referrals/recommendation, recruitment at the factory gate, professional and trade associations, and e-recruitment using social networking sites and websites where qualified candidates can apply for the vacant positions. Civil service agents should take into consideration recruitment strategies such as equal opportunities without discrimination of age, sex, race, religion, and disability (Pynes, 2008).

Governments face a number of problems in the recruitment process due to the diversity of the civil service function and also due to the rise in democratization and egalitarian principles (Briggs, 2007). Basu (1994: 262) pointed out the following problems in the

recruitment process of the civil service: location of recruiting authority, method of recruitment, employee qualification, method of determining qualification, and administrative machinery needed for determining qualification. Other problems are the unavailability of skills needed, emphasis on corporate culture, and unattractive workplaces (Briggs, 2007; Manchester, 1998; Nickel et al., 1999). Hence, Briggs (2007: 144) stated that these and other problems arising from the environment should be monitored and appropriate corrective measures should be taken in order to ensure the ability to recruit the right type of person for the right job based on the principles of merit and equal opportunity for all.

The selection process is a decision-making process to select the best candidates from the applicant pool, eliminating those who do not fulfill the criteria for the vacant position. According to Ikeanyibe (2009: 77), the effectiveness of the selection process will often determine the long-term ability of the organization to achieve its objectives. The selection process objective is to pick the best of the best on the basis of job analysis, human resource planning, and recruitment criteria and to place them in the right job in order to match the organizational requirements with the employee's KSAOCs to have quality performance by the employees, including benefits such as lower absenteeism and turnover problems, and economy in time and money. In other words, selection is the process to decide whether a candidate is suitable for the vacant position or not. The selection process starts with screening applicants from the available or collected applications. The first phase is reviewing all employment applications to identify qualified applicants and to eliminate unqualified applicants on the basis of the minimum requirements for the vacant post (Pynes, 2008). The second phase is identifying the highly qualified candidates on the basis of predefined criteria. This step is followed by selecting the finalists, screened on the basis of their qualifications and abilities.

After completing the screening phase, the human resources department begins the selection process with preliminary interviews to eliminate unsuitable applicants based on the information provided by the applicants. The applicants who pass the screening phase and preliminary interview are asked to complete various tests to determine their ability and aptitude. Testing applicants is an important step in the selection process. Pynes (2008: 188-190) discussed various selection techniques (e.g., aptitude tests, achievement tests, group discussion assessments, assessment centers, and physical ability tests) that are used in employment settings. A final step of the selection process is an interview, which may be the

deciding factor in hiring the best candidate (Pynes, 2008). Different kinds of interview methods can be undertaken. Some commonly used interview methods are structured or unstructured interviews, stress interviews, and panel interviews.

Governments have three approaches to public administration: managerial, political, and legal. Rosenbloom and Goldman (1993) explained the managerial approach as related to the management and organization of public organizations; the political approach as related to representativeness; and the legal approach as related to the judicial function concerned with the adjudicatory role of public organizations (Denhardt et al., 2013). These three aspects are equally important for effective and efficient recruitment and selection of civil service employees. The managerial aspect emphasizes that only the best candidates should be recruited and selected from an open and competitive examination through the process of recruitment and selection to serve the government. The political aspect stresses the importance of the representativeness of the political parties in the government to serve the public. Recruitment and selection of political representativeness in the government can be maximized through the election of local bodies, the provision of the legal system, and sometimes from the ruling party's will. The legal aspect of civil service recruitment and selection to public personnel administration places the constitutional relationship between citizen and government above the relationship between public employer and employee. The legal approach emphasizes equal opportunity and protection of all the classes without any discrimination. Therefore, in the process of recruitment and selection, the government should have clear legal provision to accommodate all classes or groups of citizens.

From the above discussion, recruitment is the process of attracting and encouraging qualified and competent employees to apply for a position, while selection is the process of making a decision to hire the best candidate from the candidate pool on the basis of evaluation and identification. As the environment changes, so does the process and method of recruitment and selection to select the best to serve the nation and its citizens with efficiency and effectiveness. Every government, non-government organization, and private organization develops effective recruitment and selection processes. Developing countries can learn from developed nations, non-governmental organizations and private organizations how to make their recruitment and selection process more effective in order to get the best personnel to serve their nation.

### III. Vacancy Fulfillment and Composition of the Nepalese Civil Service

Historically, Nepal has a unique administrative system dating back to 1770 when the great King Prithvi Narayan Shah (1723-1775) united all the states to form one nation. Nepal was ruled by a monarchical system until the 1950s. During this period, kings appointed public servants, with their off-spring and relatives capturing all important civil service roles. However, after the overthrow of the Rana regime in 1950, the administrative system changed dramatically. The enactment of the Civil Service Act in 1956 formalized the Nepalese civil service for the first time with a legal framework to support it (Awasthi and Adhikary, 2012). With this act, common Nepalese citizens were able to participate in Nepal's civil service. With the change in the administration, the government motivated and encouraged common Nepalese to enter the civil service by launching various training programs (Awasthi and Adhikary, 2012).

Since the 1950s, many efforts have been undertaken to improve Nepal's administrative system, including the Nepalese civil service, such as the Buch Commission, 1953; the Administrative Reorganization Planning Commission, 1957; the Administrative Reform Commission, 1968; the Administrative Reform Commission, 1975; the Administrative Reform Commission, 1991; the Administrative Reform Commission, 2007; the Administrative Reform Commission, 2008; and the Administrative Reform Commission, 2011 (Shakya, 2009; MOGA, 2014). After the restoration of democracy during the 1990s, the Civil Service Act 1993 that repealed the Civil Service Act 1956 was enacted under the Constitution of 1990.

Despite the number of reform programs undertaken in Nepal to improve public administration, reform initiatives have not been effective in improving the civil service system of Nepal efficiently. One reason behind the ineffective reform initiatives is the poor implementation of the recommendations from commissions. The Civil Service Act 1991 was enacted in 1991 after the restoration of democracy. The first amendment was made in 1998, followed by the second amendment in 2007. One provision of the Civil Service Act 1991 is the Ministry of General Administration (MOGA) as the central body to run the country's administration in accordance with the constitution (Civil Service Act 1993, Second Amendment 2007). The Civil Service Act 1993 was amended again in March 2014 and July 2015.

According to the fourth amendment in the provision of "Fulfillment of vacancy in the civil

service” (Table 1), seniority and work performance evaluation will be taken as the main basis for filling vacant posts. For the classless/non-gazetted fifth level posts, 100% of positions will be filled through open competition. Non-gazetted fourth class officers are automatically promoted to non-gazetted third class from the enactment date of the fourth amendment. Non-gazetted third level posts are eliminated if the civil servant posts in this level are vacant. Non-gazetted third level civil servants can be promoted to non-gazetted second class if they possess the required service period and education qualifications. The higher level post is automatically created and the lower level post is abolished before an officer is promoted to the higher level. Non-gazetted second level posts will be filled through open competition (70%), internal competitive examination (20%), and evaluation of seniority and work efficacy (10%). Gazetted third class posts will be filled through open competition (70%), and seniority and work efficacy (30%). Gazetted second and first class posts will be filled through evaluation of working capacity (10%), internal competitive examination (35%), seniority (20%), and evaluation of working capacity (35).

Only those gazetted first class civil servants who have achieved an evaluation of 95% or above for their work efficacy will be considered for gazetted special class promotion (Secretary or equivalent posts). Furthermore, the most experienced gazetted first class officers are promoted to fill vacant posts of gazetted special class. The promotion committee has recommended 80% of vacant gazetted special posts be filled through evaluation of work efficacy and 20% filled on the basis of seniority.

**Table 1. Fulfillment of Vacancy in Civil Service**

Post	Open competition	By promotion		
		Evaluation of work capacity	Internal competitive examination	Seniority and evaluation of work efficacy
(a) Classless/Non-gazetted fifth class	100%	-	-	-
(b) Non-gazetted fourth class	-	-	-	-
(c) Non-gazetted third class	-	-	-	-
(d) Non-gazetted second class	70%	-	20%	10%
(e) Non-gazetted first class	40%	20%	-	40%
(f) Gazetted third class	70%	-	-	30%
(g) Gazetted second class	10%	35%	20%	35%
(h) Gazetted first class	10%	35%	20%	35%

Source: Civil Service Act 1993, Fourth Amendment 2015.

The PSC was established in 1951, in accordance with a provision of Nepal's Interim Constitution 1950, to conduct examinations to recruit and select civil servants to government positions (PSC, 2013). Hence, the 1950s was the beginning of Nepal's modern public administration. Nepal had a democratic regime until 1960, followed by a party-less Panchayat system ruled by King Mahendra until 1990, and the restoration of democracy in the 1990s. The role of the PSC has continued without obstacles since its establishment despite these political changes. The PSC became more effective with the enactment of the Civil Service Act of 1956. The Constitution of the Kingdom of Nepal (1959), the Constitution of Nepal (1962), the Constitution of the Kingdom of Nepal (1990), the Interim Constitution (2007), and the current Federal Constitution of Nepal (2015) provide for an independent PSC to recruit and select qualified and competent personnel for government positions (PSC, 2013). As with previous constitutions, the current federal constitution also provides for a fairly competent civil service with clear mandates to the Commission to select competent human resources and to ensure impartially in civil service management (Shakya, 2007; PSC, 2013).

The PSC has become more strategic by adopting modern and transparent recruitment and selection processes. According to Pant (2010: 1), the PSC is a constitutive body having specific roles and functions for: (1) selecting suitable candidates for vacant positions in the civil service; (2) recommending qualified civil servants for promotion to designated positions, including the hearing of complaints; and (3) offering advisory services on departmental actions against civil servants. It has also been assigned the role of recommending appropriate candidates for other public services like the army, police, and public enterprises. The PSC is responsible for performing mandated institutional functions, such as designing curricula and selection tests, conducting tests, delivering advisory services, and hearing complaints as provided for in the Public Service Commission Act of 2010 and the Public Service Commission Procedure Rules of 2010. For all civil service positions filled through open competitive examinations and internal competition, the major selection tests are written examinations and interviews, with practical tests for a few technical positions (e.g., computer assistant/engineer, driver) and non-gazetted class two (non-technical) positions (PSC, 2013: 8).

Meritocracy, inclusiveness, and accountability are the basic principles that PSC maintains in the process of recruitment and selection in the civil service. In order to create an inclusive

civil service, the Civil Service Act 1993 (Second Amendment) sets aside 45% of the posts to be filled by open competition with the remaining posts to be filled by separate competition for quotas between the following groups: women (33%), Adiwasi/Janjati (indigenous group, 27%), Madhesi (southern Nepal, 22%), Dalit (Untouchables, 9%), Disabled (5%), and Backward Area (4%). The existing civil service includes 10 different services, 51 groups, and 41 sub-groups. The recommendation to downsize the bureaucracy has not been effective because the numbers of public officers are increasing. The recent composition of the civil service is presented in Table 2.

**Table 2. Composition of the Nepalese Civil Service**

Level	FY 2010/11	FY 2011/12	FY 2012/13	FY 2013/14	FY 2014/15	FY 2015/16
Officer	10,807	15,888	16,711	14,501	19,493	21,097
Non-officer	64,266	42,233	41,696	29,115	40,591	43,417
Classless	21,812	21,351	21,082	20,317	20,103	18,879
Total	96,885	79,472	79,489	80,108	80,187	83,393

Source: MOF (2012, 2013, 2014, 2015, 2016).

According to the Department of Civil Personnel records (MOGA, 2014), data from 2014 shows that the civil service structure is male-dominated (male 84.7%, female 15.3%), with a high number of non-gazetted civil servants (51.8%). Almost half of the civil service falls under the general administration category (46.07%) followed by health services (20.47%), engineering (10.01%), agriculture (6.14%), forestry (6.05%) and justice (3.78%). In addition, a high number of civil servants are placed at the district (41.13%) and central level (32.31%). The Government of Nepal, in various provisions, has undertaken decentralization to provide services at local levels due to the rise of decentralized government. Therefore, there are large numbers of civil servants outside Kathmandu valley. However, local autonomy has not been effective due to the centralized decision-making process. An economic survey conducted by Ministry of Finance of Nepal shows that a greater number of civil servants are stationed outside the Kathmandu Valley. Table 3 shows the trend of civil servants stationed in inside and outside the Kathmandu valley.

Table 3. Number of Civil servants inside and outside the Kathmandu Valley

Fiscal Year	Inside Kathmandu Valley	Outside Kathmandu Valley	Total
2011/12	19504	59968	79472
2012/13	19644	59845	79489
2013/14	21550	58252	79802
2014/15	20659	59528	80187
2015/16	21438	61955	83393

Source: MOF (2015, 2016).

Table 4. Public Officers Recruited on the Basis of Gender Recommended by the PSC

Fiscal Year	Male		Female		Total
	Number	Percentage	Number	Percentage	
1999/2001	691	95.04	63	4.95	727
2001/2002	278	89.96	31	10.03	309
2002/2003	1,987	53.34	1,738	46.65	3,725
2003/2004	1,421	90.22	154	9.78	1,575
2004/2005	1,210	81.59	273	18.40	1,483
2005/2006	1,467	81.27	338	18.73	1,805
2006/2007	662	87.56	94	12.43	756
2007/2008	-	-	-	-	32
2008/2009	2,269	83.11	366	13.88	2,635
2009/2010	1,868	79.05	495	20.94	2,363
2010/2011	2,904	79.18	1,032	26.21	3,836
2011/2012	2,112	74.46	706	25.54	2,818
2012/2013	2,251	79.18	592	20.82	2,843
2013/2014	3,259	70.53	1,362	29.47	4,621
2014/2015	3,072	64.36	1,690	35.64	4,762

Source: Prashashan (2013) and PSC (2015).

For the fiscal year 2014/15, the PSC recommended 3072 (64.36%) male applicants and 1690 (35.64%) female applicants for various civil service position of Government of Nepal. Even though the number of female applicants recommended for various civil services are increasing over the years, it is not a satisfactory number as only 18% of women out of the total population are in Nepalese civil service. Therefore, female participation in high-level decision making positions is still low as compared to their male counterparts. Some of the major challenges of the Nepalese civil service are to increase women's participation in policy

making positions, to encourage the women to join the civil service and to provide capacity building training for women in order to make them more competent to deliver the services. The following table shows the trend of male and female applicants recommended by PSC for various civil services.

The number of applicants as per the quota system recommended by the PSC for various civil services is also increasing. The number of applicants from the quotas of women, indigenous group, madhesi, dalit, disabled and backward areas selected for civil services was 639, 547, 454, 168, 95, and 76 respectively in fiscal year 2014/15 which had increased as compared to fiscal year 2009/10. This shows the effective implementation of the quota system by the PSC in order to include women, indigenous group, madhesi, dalit, disabled, and backward area in the Nepalese civil service.

**Table 5. The Trend of Applicants Selected according to Open Competition and Quota System**

Fiscal Year	Open Competition	Quota System					
		Women	Indigenous Group	Madhesi	Dalit	Disabled	Backward Area
2014/15	2,783	639	547	454	168	95	76
2013/14	2,471	626	509	384	173	91	71
2012/13	2,843	372	318	254	106	51	35
2011/12	2,818	352	280	212	99	40	30
2010/11	3,836	470	371	300	105	59	43
2009/10	2,363	86	59	36	10	9	6

Source: PSC (2010–2015).

According to the PSC 50<sup>th</sup> and 49<sup>th</sup> annual report, total numbers of 2635 and 32 applicants were selected for the civil service for the fiscal year 2008/09 and 2007/08 respectively. These reports did not distinguish the applicants as per the quota system. The PSC undertakes the following recruitment and selection process according to the Public Service Commission Regulation, 2010 (Table 6).

Table 6. Provision of Recruitment and Selection Process of Civil Service in Nepal

1. Collection of vacant positions from different ministries, commissions, and other government agencies. Determination of the ratio of positions.
2. Curriculum development consulting concerned ministries, departments, and experts
3. Examinations for every post as needed, taking into consideration the job analysis, job description, and education qualification, as well as the determination of the method of investigation and evaluation of answer sheets.
4. Advertisement of vacant posts in national daily newspapers, the Weekly Bulletin of the Commission, the Commission's website, and other means of communication.
5. Acceptance and evaluation of application forms.
6. Construction of question papers consulting with different experts.
7. Administration of written tests and practical tests; scoring and publication of test results as per the Directives enforced by the PSC
8. Interviews for those who have passed the written examinations and whose names are published.
9. Advance and late interviews for candidates with unavoidable circumstances.
10. Final selection and recommendation of appointment, decided by candidate performance in written examination, other tests (if there are any), and interview. The required numbers of candidates are selected on the basis of merit of the aggregate performance.
11. Publishing the merit list of alternative candidates, and a list of temporary appointments and recommendations
12. Recommendation of alternative candidates if the qualified candidate fails to receive the appointment letter within 30 days of notice publication, is unable to report on time in the designated organization, is disqualified as per the law of GON, or dies or resigns within one year.

Source: PSC (2013).

Beside the above-mentioned provisions, the PSC is actively involved in the recruitment of public agencies excluding the civil service, such as the promotion committees; an advisory role in policy matters, disciplinary matters, complaint hearing; and other activities such as office inspection/observation, workshops, training, interaction, and preparation of annual reports (PSC, 2013).

As per the vacancy announced for the different positions for the fiscal year 2014/15, the highest numbers of applicants were from the education faculty (except various) and the lowest numbers of applicants were from Sanskrit faculty out of 599,668 applications. Nepalese who are from the education faculty tend to apply more for the civil service followed by the management and humanities faculties. The majority of applications are for health services followed by engineering services. The least applications are for parliament, foreign affairs and audit. The annual reports of the PSC (2013, 2014, & 2015) show this trend.

As per the vacancy announced for the different position for the fiscal year 2014/15, out of 599,998 applicants, the highest numbers of applicants were from Brahman (Hill and Tarai) i.e. 185,084 (30.86%) followed by Chetri i.e. 106,432 (17.74) and Magar and other social castes. The Government of Nepal has adopted the inclusive and reservation policy in the Nepalese civil service but the composition of Nepalese civil service is caste biased. Even though Government of Nepal has abolished the caste system, Brahmins and Chetri have secured most of the positions in Nepalese civil service. The following table shows the number of applicants from the fiscal year 2010/11 to 2014/15 as per the social caste.

**Table 7. Applications according to the Applicants' Social Caste**

Service Caste	EP&S	Eng	Agr	Law	FA	Adm	Audit	For	Edu	Hea	Others	Total
Brahman (Hill)	677	8504	3628	48	7	2284	41	1082	12449	19008	130630	178358
Chetri	287	5991	2850	40	5	551	3	732	6077	18407	71489	106432
Magar	81	767	701	6		72		115	1399	7532	25564	36237
Tharu	141	1487	797	13		56		135	1468	7389	24179	35665
Newar	51	4335	341	14		174	4	272	1164	6247	17665	30367
Brahman (Tarai)	24	606	73	4		52		29	294	1096	4548	6726
Others	500	10053	3478	62		663	3	788	9333	46198	134083	205983
FY 2014/15	1761	32580	11868	187	12	3848	51	3153	32184	105868	408156	599668
FY 2013/14	312	14484	7230	186	10	2785	9	147138	9942	93287	283532	560915
FY 2012/13	1787	14564	9183	828	888	17219	299	2425	18287	91445	211880	368805
FY 2011/12	763	11628	1333	1051	11174	1159	18662	15967	356	217	209267	271577
FY 2010/11	962	8441	7059	4241	7809	92112	962	1503	24273	21148	83141	251651

Note: EP&S=Economic Planning and Statistics; Eng=Engineering; Agr=Agriculture; FA=Foreign Affairs; Adm=Administration; For=Forest; Edu= Education; Hea=Health.

Source: PSC (2013, 2014, 2015).

During the fiscal year 2014/15, the number of applicants having the minimum education required for the designated civil service was 30,0786 (50.16%) and applicants having additional education were 29,8885 (49.84%). This trend shows that there is almost same

number of applicants having a minimum as an educational background applying for the civil service. Therefore, it can be said that there is high rate of unemployment in Nepal. Table 8 shows the trend of applicants as per the education qualification from the fiscal year 2010/11 to 2014/15.

**Table 8. Applicants' according to Educational Qualification**

Service	Education Qualification	Minimum Education applicants	Additional Education applicants	Total
	Economic Planning and Statistics	1109	652	1761
	Engineering	10398	22186	32580
	Agriculture	4981	6887	11868
	Law	59	128	187
	Foreign Affairs	12	0	12
	Administration	1462	2383	3848
	Audit	17	34	51
	Forest	1127	2026	3153
	Various	54134	26832	80966
	Education	17046	15138	32184
	Health	35018	70850	105868
	Parliament	4	5	9
	Joint	175420	151761	427181
	FY 2014/15	300786	298885	599668
	FY 2013/14	228546	332369	560915
	FY 2012/13	134406	234399	368805
	FY 2011/12	96418	175159	271577
	FY 2010/11	124583	127068	251651

Source: PSC (2013, 2014, 2015).

The following table shows some of the highest number of applicants for the written examination of open competition including the quota system and the number of average applicants per vacancy announced positions. From this table, the competition rate for the vacancy announced position can be assessed.

**Table 9. The Average Number of Applicants for the Vacancy Announced Positions, 2014/15**

Name of position	No of Position	No of Applications	Average no of applicants for each position
Section officer (Joint)	465	38147	82
Non-gazetted first class (Joint)	485	162625	335
Non-gazetted second class (Joint)	574	126409	220
Staff Nurse	140	11017	79
Female Development Inspector	14	2134	152
Auxiliary Mid-wives	648	31881	49
Auxiliary Health Worker	817	40226	49
Assistant Female Development Inspector	460	64996	141

Source: PSC (2015).

Recent years have seen improvement in the recruitment and selection process of civil servants in Nepal. The PSC has played an important role in making the recruitment and selection process more competent, scientific, and objective. The PSC directives 2010, with the Fifth Amendment in 2014, have made significant changes in the recruitment and selection process. Vacancy announcements published in the national daily 'Gorkhapatra' are now required to be published in all major national newspapers, means of communication, and websites. Curriculum is developed and redesigned for each post separately after consultation with experts and concerned ministries/departments as per the changing environment and to make it up to date to evaluate applicant's KSAOCs. Furthermore, used curricula are published on the PSC website as a reference for new applicants applying for the civil service. The content of written examinations is different for different civil services. For example, the curriculum for economic planning and statistics are: source and method of collecting data; collection, classification, presentation of data (Frequency, Cross-Tables, Bar, Histograms and Pie); Measures of Dispersion; Concept of Probability and Distributions; Linear Correlation and Regression; Elementary Concept of Sampling; Index Numbers; Limits and Limiting Values; Differentiation; Simple Integration; Ratio and Proportion; Profit and Loss; Major Statistical Operation in Nepal (National Population Census, National Agriculture

Census - Concept, Objectives, Coverage and Uses, Census and Surveys of Manufacturing Establishments, Household Surveys, National Account Statistics, Statistical Act, 2015); and Geography, Economics and Population of Nepal. The full marks of written examination is 100 and pass mark is 50 with 45 minutes to complete the examination. The written examination is usually an objective type. The full mark of the interview is 20.

The PSC has improved the process of receiving applications for vacant posts over the years. Applicants can apply for vacant posts in central, regional and zonal PSC offices, as well as online, which allows the application process to reach a larger population. The PSC maintains strict secrecy while nominating experts who are responsible for constructing new sets of final questions as well as during the activity of creating final questions. The PSC constructs and updates test questions frequently through established systems and procedures. Fairness in conducting exams is another sign of improvement undertaken by the PSC. The PSC conducts various exams with different phases as needed for each post, such as written and/or practical test (only for technical positions). Candidates who pass the prescribed criteria of the first phase are selected for the second examination phase. Results of every test are announced and published in national daily newspapers and PSC websites so that everyone can access the results. Candidates who pass the written examination are contacted for interviews conducted by members of the interview committee consisting of experts in the related field, PSC staff, and concerned ministries and departments. Candidates can apply for an advanced and late interview if they have experienced unavoidable circumstances, which increases the flexibility of the interview process. Candidates are selected on the basis of their performance on the written and practical test, as well as their interview. Merit-based criteria are adopted for selecting qualified and competent candidates, and their recommendation for appointment to various positions in Nepal's civil service. Provision of alternative candidates is another positive sign in the selection process, which also reduces cost.

Table 10. Highlights of PSC's Recent Accomplishments

Activities	FY 2011/12	FY 2010/11	FY 2009/10	FY 2008/09	FY 2007/08
Vacant positions dealt with	3,592	3,665	4,525	1,864	3,156
Advertisements/notices published	1,120	1,224	1,408	783	912
Number of applicants	271,577	251,651	300,463	86,168	175,122
Question sets designed	1,409	840	1,004	641	1,286
Question sets moderated	1,016	966	1,216	772	1,211
Written examinations conducted	911	951	1,122	132	216
Answer copies examined	574,865	428,494	235,512	303,610	84,292
Candidates selected	2,818	3,836	2,387	2,635	32
Advisory services offered	10	9	-	17	23
Advice on departmental actions	89	134	78	66	125
Promotion complaints addressed	50	64	82	125	17
Government offices inspected	579	412	475	257	276

Source: PSC (2013).

The PSC has continually expanded its institutional activities in the recruitment and selection process of civil servants in recent years (Table 10). The PSC is adopting various strategies to make the recruitment and selection process more efficient and effective throughout all of Nepal's districts. Table 10 shows how the PSC's performance has expanded. As the number of vacant positions dealt with has increased from 3,156 in fiscal year (FY) 2007/08 to 3,592 in FY 2011/12, the number of notices and advertisements published has also increased from 912 to 1,120 respectively during same period. Likewise, the number of applicants has increased from 175,122 to 271,577 respectively, causing an increase in the number of selection tests from 32 to 2,818 respectively. However, the number of advisory services offered has shown a decreasing trend, from 23 in FY 2007/08 to 10 in FY 2011/12. The number of promotion complaints has an unclear trend, while the number of offices inspected by the PSC slightly increased in FY 2011/12 as compared to FY 2010/11. Another proof of improvement is the economic survey conducted in 2013 by the Ministry of Finance of the Government of Nepal. According to this survey (MOF, 2013), there was a total of 79,489 civil servants (16,711 officer level, 41,696 assistant level, and 21,082 classless)

working in civil and health services until the FY 2012/13. Likewise, there were 19 training-providing institutions in operation for enhancing the knowledge, skill, capacity, and efficiency of civil servants who are directly involved in establishing a citizen friendly governance system. These institutions imparted short- and long-term training in various subjects to 13,292 employees in FY 2011/12 and 5,104 employees by the end of the first eight months of FY 2012/13. The PSC has also adopted affirmative action principles to include all applicants without discrimination on the basis of gender, ethnicity, caste, region, or qualification.

#### **IV. Major Problems of Recruitment and Selection Process**

Despite having a concrete civil service act and continuous amendments, the Nepalese civil service has been criticized for low morale, low productivity, uncertain prospects for career development, weak reward and punishment system, frequent changes in civil service rules and regulations along with changes in institutional structure, pervasive corruption at all echelons of administration, lack of political will and support to carry on the process of reforming the civil service and tackling bureaucratic resistance (The Britain Nepal Medical Trust, 2014). Political instability, political interference and an inadequate remuneration and benefits package are some of the causes of infective aspects of the Nepalese civil service system (Kumar, 2010). Frequent changes in the Nepalese government (16 governments since 2000), failure to implement recommendations endorsed by different administrative reforms, the large size of government, low political commitment, the political nature of bureaucracy, few training institutes to provide training to public officers, the PSC's inadequate service coverage, failure to reach the bottom level of Nepal, a centralized examination in capital city Kathmandu, little research on the civil service, poor governance etc. are some casualties resulting in an ineffective Nepalese civil service. Thus, the civil service is often viewed as a problem rather than as a solution due to the over-politicization of the bureaucracy and inter-hierarchical rivalry (Shakya, 2007).

It is important to change and revise rules, regulations, and organizational structures to adjust to changing environments. However, in the case of Nepal, unstable politics lead to frequent government change. Nepal has seen 16 governments since 2000. Since the political

party that leads the government amends, adjusts, or revises the rules and regulations, as well as organizational structure in their favor, this has had a huge impact on the recruitment and selection process of the Nepalese civil service. Numerous reforms undertaken by different governments in different phases have failed to provide efficient, qualified, and competent human resources for the Government of Nepal. Even though the PSC provisioned meritocracy in the Civil Service Act, this principle is found lacking in the recruitment and selection process due to politicians interfering to ensure that their candidates are selected for the civil service. This kind of practice increases nepotism in the civil services and leads to selecting incompetent civil servants in most cases. It is a well-known fact that the achievement of objectives of any organization depends upon the selection and appointment of competent human resources to the right job in order to match organizational requirements. Another reason for the lack of meritocracy in selecting and promoting civil servants from within organizations is not following the provisions made in the Civil Service Act (Table 1). Dedication, trustworthiness, competence, and work efficacy are often negotiated during the selection process in Nepalese civil service. Civil servants are selected and promoted on the basis of the terms served in the office and seniority, disregarding their work efficacy evaluation, which promotes ambiguity in career development and innovation of Nepalese civil servants.

Generalization of civil service positions is another problem, except in some specialized areas such as legal, audit, defense, and foreign services. Generally, the public applies for government jobs and then selects their sectors after they are recruited as civil servants. There is no clarity in the Civil Service Act towards specialization or generalization. Providing job descriptions on the basis of a job analysis during the recruitment and selection process is an important function of SHRM to help select the best candidates for vacant jobs. There is uniqueness in various services provided by the Government of Nepal; however, Nepalese civil servants can lack the specific requirements for a civil service job as the recruitment examination is general for all positions. Hence, the PSC should address this issue by developing different recruitment and selection processes for different professional and specialized services.

Trade unions protect workers from exploitation, protect their rights, and unite them to have one voice over discrimination. However, in the Nepalese case, government offices have more than two civil employee unions (highest is seven) affiliated with different political

parties. These unions especially influence the internal recruitment and selection process, as well as the transfer, promotion, reward, and punishment of civil servants. One example was published in an online news portal as “This was a reaction against the government’s August 17 decision to transfer 550 civil servants. Disgruntled trade unions affiliated to the ruling UCPN (Maoist) and the Rastriya Karmachari Sangthan traded verbal barbs with officials at the Ministry of General Administration and tried to manhandle them. Another union, Nijamati Karmachari Union, supported by the Nepali Congress, picketed the office of the chief secretary. A tug of war has been brewing between the government and the trade unions after the MOGA shuffled some 550 civil servants, some 400 non-gazetted and 150 gazetted staff in all the categories. The reshuffle has resulted in some old faces serving in ‘attractive’ offices for many years, replaced by new ones.” Trade unionization in the Nepalese civil service is at its highest peak, with unions counter-attacking almost all decisions made by the Government of Nepal.

The PSC has updated its selection tools, mainly in the written examination and interview methods, but is still lacking a modern update of selection tools. Pant (2010:16) stressed the lack of “...the use of practical tests like work sampling, performance simulation, assessment centers and whatever used are limited to those like computing, typing, driving, etc. selection devices also lack balance in terms of their mix for different levels of positions (e.g., gazetted class III, II and I) and composition of subjective and objective written tests (for technical and administrative services).” Beside these, various selection techniques such as aptitude tests, achievement tests, group discussion assessments, assessment centers, and physical ability tests used in employment settings are missing from the Nepalese civil service selection process. This is mainly due to the PSC’s inability to fully implement recommendations made by different reform committees.

The principle of inclusiveness in the civil service has both merits and drawbacks. In regards to the Civil Service Act, inclusiveness has the responsibility of giving equal opportunity to women, indigenous, Madhesi, Dalit, Disabled and Backward Area groups in the form of gender, ethnicity, regional and differently abled balancing. However, the competency of some selected, in terms of their qualification for the government job, becomes problematic as it is mandatory to fulfill vacant posts on the basis of the quota system assigned to those groups. This has serious drawbacks as civil servants selected through quotas can bring unsatisfactory outcomes and huge burdens for the state. Pant

(2010:20) elaborates this issue as “inclusiveness in recruitment and promotion of public servants seems to have narrowed the scope of the PSC for selection of candidates on a merit basis, besides increasing complexities in its work processes reducing the efficiency in the operation. Likewise, such inclusive recruitment efforts of the PSC have hardly reached and benefited the targeted sections of the Nepalese society”.

Corruption is rampant in all tiers of government administration in Nepal. Nepalese people have a deep-rooted view of Nepalese civil services as a symbol of authoritarianism, corruption, and favoritism rather than of public service and meritocracy. Therefore, corruption is also deeply rooted in the recruitment and selection process of Nepalese civil servants in different forms and types such as nepotism, political pressures, and others. Nepal has one of the weakest anti-corruption measures; Nepal is the third most corrupt country in South Asia and the fifteenth globally according to Transparency International (<http://myrepublica.com/>).

In spite of some achievements in the recruitment and selection process, there are loopholes that the PSC needs to address for fair, effective, and efficient practices. The PSC does not appear to follow its own regulations when announcing job vacancies, which causes difficulties for candidates wishing to apply. An information gap is found between applicants and the PSC in numerous areas in the vacancy announcements such as insufficient recruitment notices, lack of exact information on exam centers, job description, pay scale, required documents for the applications, and so on. Pant (2010: 16-17) identified the following problems of the PSC’s recruitment and selection process. The PSC has not been able to reach all levels of society to increase participation from all sectors in employment opportunities created in public organizations due to its limited service coverage. Even though the number of revised curriculums has increased, the revised curriculums are less relevant to the actual job demands to be performed. Candidates can apply for vacant positions at the district, regional, and central levels, but the conducting of examinations is centralized. Candidates, for whom it is difficult to commute to the center due to economic burden, result in missing examinations due to the lack of a decentralized examination system.

The PSC does not appear to look for new criteria as per the requirement of human resource management concepts, nor to adopt modern recruitment and selection processes due to the lack of research on the evaluation of the effectiveness of recruitment and

selection. The PSC is seen only as the examination conductor except when providing some advisory services and hearing complaints, which makes it clear that it has no role in the reform of civil service policies, laws, and regulations in terms of the recruitment and selection process. As an independent apex body, the PSC itself is unable to improve institutional capabilities in relation to expanding the scope of institutional roles and functions, as well as the lack of adequate stable and professional staff, due to frequent staff transfers or changes. The PSC has recently adopted the use of information and communication technology (ICT) for online applications. Internet accessibility still exists as a problem in many parts of Nepal and, therefore, vacancy notices have limited public access. While online applications started recently, traditional paper-based applications are still utilized by the PSC. However, there is no uniformity between paper- and online-based applications. Furthermore, the use of modern ICT has not been used effectively in conducting exams, scoring of test performance, and networking between relevant organizations. Government jobs are viewed as unattractive by the majority of Nepalese people due to the unappealing workplace and the reputation of bureaucrats as unaccountable, corrupt, and not transparent in service delivery.

Are the three government approaches (managerial, political, and legal) considered while selecting civil servants to fill vacant posts of the Nepalese civil services? As mentioned earlier, the Government of Nepal has undertaken many reform measures since the enactment of the Civil Service Act, but the past reforms have not provided an effective civil service as intended. To identify the reasons, this study found that all three approaches are not utilized effectively and efficiently in the recruitment and selection process of the Nepalese civil service. First, the PSC lacks an efficient managerial approach as the current bureaucrats recruited and selected by the PSC are mostly incompetent in service delivery and have low productivity due to deeply rooted corruption in all tiers of administration, high politicization of the Nepalese civil service, as well as the practice of using the same traditional conventional approach for recruitment and selection.

The political approach emphasizes political representativeness at the local level but local elections have not occurred in Nepal since 2002 due to political turmoil, which has affected the ability of the primary level of government to provide services to the local people as well as addressing local problems. Political representativeness is not present at the district, municipal, ward, and Village Development Committee levels. Bureaucrats act as the head of

these levels. This generates the problem of frequent appointment and transfer of bureaucrats from political parties' pressure, as well as favoritism and nepotism influencing who receives appointments in prosperous and lucrative areas in order to gain economic benefits for themselves.

The Civil Service Act has provisioned equal opportunity with protection of all classes without discrimination or reservation in the recruitment and selection process as emphasized by the legal approach. However, this provision has narrowed the selection of competent and qualified candidates on the merit basis, as well as added complexities to the day-to-day activities of service delivery (Pant, 2010), as most selected candidates are incompetent and without adequate job qualifications. This proves that the provision of inclusiveness is just the matter of fact filling of vacant positions as per the quota system.

The figure below shows the causes, effects and suggestions to improve negative aspects of Nepalese civil service and its recruitment and process.

## V. Policy Implications and Conclusions

The PSC has the potential to strengthen its strategies to reform its recruitment and selection process by adapting SHRM to make it more efficient and effective. The PSC can change its image in the current changing political environment of Nepal by promoting good governance values through fairness in selection and recommendations of candidates for vacant positions in public organizations, as well as the protection of rights and privileges of public servants (Pant, 2010: 18). The Nepalese public officers and civil servants are viewed as corrupt by the general public. Hence, promoting good governance will help the Nepalese civil service to improve the service delivery in an effective and efficient way, to improve both the technology and system, to make the service more accountable and transparent and to curb the corruption. Thus the PSC can recruit and select the best candidate as per his/her technical and managerial competence which is one of the factors of good governance. The education and training curriculum should take into consideration different education fields and disciplines to achieve competency requirements needed for real jobs in the public service. Therefore, the PSC can improve its current generalization of examination for all the public service by developing a separate curriculum for each sector of public service, which

Figure 1. Problem Identification and Policy Suggestions for Further Development



- Effects to Civil Service**
- Low morale
  - Low productivity
  - Uncertain prospects for career development,
  - Weak reward and punishment system
  - Unattractive government job
  - Incompetent service delivery
  - Traditional conventional approach
  - Frequent appointment and transfer of bureaucrats
  - Favoritism and nepotism
  - Incompetent selected candidates
  - Low participation

- Suggestions for Further Development**
- Adapting SHRM
  - Promoting good governance values
  - Improve the service delivery
  - Accountable and transparent service
  - Curb corruption
  - Developing a separate curriculum for each sector of public service
  - Collaboration with different stakeholders
  - Utilization of internationally practiced selection tools
  - Adaptation of the e-recruitment process
  - Decentralization of the recruitment and selection process
  - Improve institutional capabilities of PSC
  - Reform civil service policy
  - Continuous research
  - Awareness program to attract young citizens

results in more technical and managerial competencies in the Nepalese civil service. Furthermore, the PSC should coordinate and collaborate with different ministries, educational institutions, and other related stakeholders while designing curriculum. As the education systems are rapidly changing and access to education has improved in the last two decades in Nepal, the conventional curriculum will be tasked to recruit and select the best qualified and competent candidates for the Nepalese civil service. Therefore, it is suggested to include other private educational institutes as well as various stakeholders such as think-tanks, researchers, and development partners etc. who are engaged in this field while

developing the new curriculum. The PSC should adopt and utilize a variety of modern, effective, and efficient selection devices that are practiced internationally for the recruitment and selection process to fill vacant positions. As discussed above, the PSC has continuously improving its recruitment and selection process; however, it is not yet at the international standard. Therefore, the PSC should upgrade its recruitment and selection process by employing an international standard of recruitment and selection tools.

Pant (2010) suggested using an “e-recruitment” process. He stated that with the government’s favorable policy, as well as an increased emphasis on the pursuance of e-governance, the PSC can go ahead with wider adoption and use of ICT facilities to extend its present e-based institutional activities (advertisement and notification of vacancies, examination results, and development of an institutional performance database) to other new areas such as on-line screening and acceptance of applications, tabulation of the scoring of test performance of examinees, recording of applicants’ personal profiles, and nation-wide networking of key organizational units, as well as functions of the PSC (Pant, 2010: 19). Adaptation of the e-recruitment process, not only for online applications but for all procedures, can minimize the political interference, nepotism, and favoritism in the Nepalese civil service when recruiting and selecting the new civil servants who best match the requirements of the civil service. The PSC, by applying an e-recruitment process, can ensure the automated online procedure in job application and application screening which will minimize the current manual procedures in order to improve the recruitment and selection process in an effective and efficient way as well as ensuring transparency throughout the process. Further, the e-recruitment process benefits the PSC by allowing it to manage candidate data, reduce cost and provide efficient service delivery to a larger section of public; and for the general public to apply for civil service jobs. However, low internet penetration could be a problem in executing e-recruitment in the Nepalese civil service.

Another area of improvement is the decentralization of the recruitment and selection process. This means that the PSC should adopt a bottom-up approach by strengthening and empowering regional and zonal offices to make them self-efficient for conducting recruitment and selection. Self-development in terms of institutions, human resources, capital, and other facilities is a must for every organization to deliver its service effectively and efficiently. Therefore, the PSC must improve its institutional capabilities to run its activities smoothly by empowering its regional and zonal offices and establishing its

branches in all districts of Nepal. This argument of decentralization can be justified by the assumptions that the local public organizations have more information of the local situation which help them to recruit and select the best, efficient and competent candidates who know the local situation better than the candidates hired by the central government and the local public organizations are comfortable working with these candidates. (Coggburn, 2005; Njovu, 2013; Sicilly, 2009; Lameck, 2015).

However, as Pant (2010: 20) argued, the growing emphasis on inclusiveness in the recruitment and promotion of public servants seems to have narrowed the scope of the PSC for selection of candidates on a merit basis, besides increasing complexities in its work processes and reducing the efficiency of its operation. In addition, the inclusiveness recruitment efforts of the PSC have hardly reached or benefited the targeted sections of the Nepalese society. Therefore, the PSC should recommend reforming its policy in each economic development plan for long-term improvement by continuously updating its methods to recruit and select the best candidates. By updating the current inclusive policy, the PSC can minimize the fact filling of quota system and recruit and select competent candidates among the applicants from the quota system. Furthermore, the PSC should transform its entire recruitment and selection process from manual to online in the future. Besides these recommendations, conducting continuous research on the evaluation of tests and scoring methods should be considered a priority of the Commission. Continuous research benefits the PSC by upgrading its recruitment and selection process and staying updated as per the needs of changing environments.

Other recommendations include balancing the scope of core functions and the internal management capacities, pursuing a two-dimensional approach to PSC activities, and practicing a strategic management approach to institutional development efforts (Pant, 2010:27-28). The PSC should also regularly update the curriculum and examination techniques used to test the knowledge, ability, skill, and other characteristics of the qualified candidates; increase the use of ICT for more efficiency, accountability, and transparency in the course of recruitment and selection; balance between meritocracy and inclusiveness; introduce a modern written or computer-based test system; continuously reform the civil service system; have a well-defined vision and mission; and practice an SHRM approach to improve the recruitment and selection process.

Transparency International's corruption barometer report of 2013s<sup>1)</sup> stated that 85% of

respondents in Nepal felt that public officials and civil servants were corrupt/extremely corrupt. Another complaint regarding the Nepalese civil service is the low number of applicants from the young and talented citizens due to the low level of payment and not good working conditions, as well as the lack of awareness of the benefits acquired by enrolling in the civil service rather than other private sector, development agencies and INGOs. The Nepal Portfolio Performance Review 2010 states the inability to attract the best, competent and qualified candidates for Nepalese civil service jobs is due to the low salary and incentives, the fragmented decision-making, the lack of adequate delegation of authority, an imbalance in the number of professional and support staff, and inflexible working practices (The Asia Foundation, 2012:13).

However, in reality, the Nepalese civil service jobs provide many facilities such as social welfare facilities during the tenure and after retirement, further studies inside and outside Nepal, advancement in career such as promotion to a higher position, more public interaction, and the authority to interact with private and other sectors. The Nepalese civil service system follows strict job descriptions as per the provision in Civil Service Act, 1992 for each civil service position. All the civil servants are required to follow the code of conduct mentioned in the laws while executing their duties. Failure to do so results in demotion or being barred from promotion in the future. Another positive side of the Nepalese civil service is the right given to civil servants to affiliate themselves in trade unions for their right of advocacy. The Nepalese civil service as mandated by the Federal Constitution of Nepal 2015 has the basic principles of inclusiveness, meritocracy and accountability which are the current trends in recruitment and selection process worldwide. The continuous effort to reform the Nepalese civil service since 1950s has brought positive results in civil service, although as yet insufficient but gradually improving.

This study reviewed the current laws and regulations of the Nepalese civil service and the PSC to gain a better understanding of PSC's recruitment and selection process. The PSC has reformed and restructured its policy since its establishment in 1951. The PSC, as an independent and autonomous body, is responsible for conducting the recruitment and selection for hiring competent and qualified personnel for the civil service. It also plays an advisory role for other government agencies such as Nepal's police, army, armed police, and

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1) <http://www.transparency.org/gcb2013/country/?country=nepal>

other public enterprises, but has faced many challenges due to the continuous political changes in Nepal. The PSC has a weak institutional capacity in terms of its own human resources that the PSC needs to address in the coming year. The recent constitution of Nepal has prioritized inclusiveness in all government sectors, which narrows recruitment, selection, and promotion on the basis of meritocracy (PSC, 2013).

It is recommended that the recent practice of SHRM in the recruitment and selection process be adapted according to the need and changing environment considering geographic, political, social, and other factors. Initiation of strategic human resource planning is needed in the PSC to tackle the challenges and to adapt the opportunities for the smooth, efficient, effective, and standardized human resource management of Nepal's civil service. The PSC should play an active role, not only in human resource management, but also in pursuing qualified and competent citizens to apply for the civil service. Bureaucracy can be made dynamic, effective, and efficient for the overall development of the nation by making human resource management more competent, without political influence, and serving the nation with a high spirit. More empirical research should be conducted to improve civil service recruitment and selection in Nepal to tackle these inefficiencies and move forward to adopt internationally practiced processes.

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마하르잔 프라빈: 네팔의 수도 카트만두에 위치한 트립후완대학교(Tribhuwan University) 경영학과를 2005년에 졸업하고, 초등학교교사(2001-2005), 식수회사직원(2005-2006) 그리고 한국국제협력단(KOICA) 네팔사무소 직원(2006-2014)으로 일했다. 현재 연세대학교 일반대학원(원주) 행정학과 석박사통합과정에 재학 중이다(prabin0712@gmail.com).

김판석: The American University에서 행정학 박사학위를 취득하고, 현재 연세대학교 정경대학 글로벌행정학과 교수로 재직 중이다. 주요관심분야는 거버넌스, 인사조직, 정부혁신, 국제협력 등 등이다. 최근에 출판한 공편저서로는 *Democratic Governance, Public Administration and Poverty Alleviation* (Brussels: Bruylant, 2015) 및 *Value and Virtue in Public Administration* (London: Palgrave Macmillan, 2014) 등이 있다(pankim@yonsei.ac.kr).

논문접수일: 2016.9.5 / 심사개시일: 2016.9.19 / 게재확정일: 2016.11.8

## 국문초록

## 네팔 공무원의 모집과 선발 혁신에 대한 연구

마하르잔 프라빈·김판석

본 논문은 네팔 공무원인사위원회가 채택하고 있는 공무원 모집 및 선발제도와 운영 등을 혁신적 차원에서 비판적으로 분석하고자 한다. 그간 네팔 정부는 내부의 어려운 정치적 혼란에도 불구하고 정부 성과와 공무원의 자질을 향상시키기 위해 나름대로 많은 노력을 기울여 왔다. 정치적 혼란을 겪었던 네팔정부는 사회정치적 환경 변화에 적응하기 위해 공무원 인사정책을 수 차례에 걸쳐 개선하여 왔다. 국민들에게 효율적이고 효과적인 서비스를 제공하기 위해 네팔정부가 노력하여 왔지만, 실적주의 측면에서 모집과 선발 과정이 아직은 효율적이지 못하다는 것을 발견할 수 있다. 네팔정부의 공무원인사를 담당하고 있는 공무원인사위원회가 정부의 수요와 국민의 기대를 충족시키기 위해 공무원제도 혁신을 추진하여 왔지만, 공무원인사위원회의 제도적 역량이 아직은 취약한 상황이다. 네팔 공무원들을 효율적으로 관리할 수 있는 새로운 인사제도와 인사정책이 필요하므로, 본 논문은 보다 효율적이고, 효과적인 공무원 모집과 선발체계를 구축하기 위한 정책방향 등을 논의하고자 한다.

**주제어:** 공무원제도, 모집, 선발, 공무원인사위원회, 네팔