If local government is to play the part it has to in the life of the nation, it is essential not only that the best men and women are elected as members but also qualified persons are recruited and appointed as civil servants. But the recruitment pattern in the Shillong Municipality did not attract the best men and women into its service.

Further, no organisation can fulfill its mission and inspire confidence in the people if it is not manned by efficient personnel. In India municipal Government has become a by-word for inefficiency, corruption, nepotism and favouritism. Inefficient personnel is the root cause of all these ills. These observations are basically true so far as Shillong Municipality is concerned.

As the functions of the Shillong Municipality increased in number and nature, the need for the employment of qualified staff became evident. For instance the Municipality had only one sanitary Inspector, one Water Works Inspector, one Overseer, two Clerks, one Vaccinator, two Grade IV employees and two dozen Sweepers at the beginning.

of this century. In 1975, the total number of municipal personnel is about 400 and the total monthly salary bills paid to them is about Rs. 80,000.

Many important services like fire-brigade, primary education, maintenance of most of the major roads have been taken over by the Government in the early fifties.

The appointing authority for the Shillong Municipal personnel: There were three types of authorities for the recruitment of municipal personnel; namely, the Board, the Chairman of Shillong Municipal Board and Government, under the Assam Municipal Act, 1956. The Chairman might appoint a person to a post if the monthly salary was not more than Rs. 50/-. Therefore, all appointments which carry a salary of more than Rs. 50/- were to be decided by the Board as a whole in a meeting. The Government had power to appoint an executive officer for the Municipality.

Due to the existence of three different organs for the recruitment of personnel, honest and good people are not getting employment under the Board. Caste or Tribe loyalty and nepotism may play their role in the appointment of municipal officials. But the position of the

3. P.S.M., 18.10.1914; P.S.M.; 14.11.1914

4. Information collected from the Head Clerk on 1.6.1976.
Chairman is somewhat awkward. He had to oblige and patronise his supporters and followers. The best solution is that a neutral body like the State Public Service Commission be entrusted with this function. The Municipality will continue to recruit Grade IV and other workers. Being a non-political and autonomous body the Public Service Commission will recruit personnel on the basis of merit.

Recruitment system: There is no doubt about the fact that the Municipality should have authority to recruit and regulate its personnel. The personnel so recruited and controlled is liable to develop unconditional loyalty to the Board; and would be held responsible to it. But unfortunately this is not applicable so far as Shillong Municipal superior services are concerned. For instance, the Executive Officer, since the creation of the post in 1958 is deputed from the State Civil Service. When the post was upgraded to Chief Executive Officer in June, 1972, the post was held by an Indian Frontier Administrative Service Officer, also on deputation. So also the Assessor. So far as Health Officer was concerned he has been a part timer since early 1970s. Water Works Superintendent, has no requisite technical qualifications and the Public Works Department of the Board was headed by an

   Also K.Dhar, former Head Assistant, interviewed on 4.3.1976.
Overseer instead of a Civil Engineering graduate. As a consequence no unity among the top officers. There is no zeal and enthusiasm among them. There is no commitment. The cumulative effect of this state of affairs is there is inefficiency in the administration.

During early 1930s there was no clear cut method adopted by the Shillong Municipality so far as recruitment of personnel was concerned. The practice of advertisement when a job had fallen vacant was unknown. For instance, the Board in its meeting held on 6th January 1925 decided to create the post of Health Officer on a monthly salary of Rs.250-400, under section 44 of the Assam Municipal Act of 1923, for the reason that, the capital of the province requires the constant service of a trained Public Health Officer and Government approval for the post and the incumbent was communicated in May, 1925. In later years the Board adopted a positive means for recruitment of technical personnel – namely, the Chairman was requesting his counterparts in

7. Information collected from the records of Head Clerk on 3.3.1976.

Calcutta or in the Shillong Cantonment for sending some names of interested persons, and selection was made from the list on the basis of particulars supplied.

Due to non-existence of any rule for the advertisement of vacancies the spoils system continued up to mid-1950s. And most of the entrants in some way or other were close relations of influential members. It was in 1959 that the Government formulated rules for the recruitment; that all appointments carrying a salary of Rs.50 or over shall be made after advertisement. Since then all the office assistants were recruited by the Municipality on the basis of a competitive examination and interview - whereas technical personnel were recruited on the basis of their qualification and experience. The interview body for the selection of technical personnel, consisted of experts of Government Departments concerned.

Probation: All must be under probation for a period of six months, but the period has been extended up to one year since 1959.

10. Assam Gazette, Part-IIA, 8.4.1959.
11. Ibid.
The job were tested. At any time during this period his services may be terminated. But this writer never came across a single instance in Shillong Municipality when the services of a probationer have been terminated. Hence the very purpose of the probationary period has been defeated.

Qualifications: A person recruited for a job must be properly qualified. Minimum qualifications have been laid down by the Government as follows:

1. A dismissed Government servant shall not be employed by the Board;
2. A candidate must be a citizen of India;
3. He must be a matriculate for any post carrying a salary of Rs. 30 a month or over;
4. A candidate for employment as Engineer must be a Bachelor of Engineering - similarly for the post of Sub-Engineer a candidate must possess a Sub-Engineer's certificate, and for the post the Surveyor he must hold a diploma in Survey;
5. For all the technical posts mentioned above the candidate should possess a good colloquial knowledge of local language of the district and shall produce a certificate from the Civil Surgeon that he is physically fit for out-door
duties - it may be noted here that Shillong Municipal Board has got no Engineer - and its Public Works Department is managed by Overseers.

(6) A candidate for appointment as Superintendent of Municipal Water Works must be a mechanical engineer and have at least three years' experience as Superintendent or Assistant Superintendent of Water Works.

The present incumbent of the post is neither a B.E. (Mechanical) nor a diploma holder. 12

(7) No person shall be appointed Accountant or Head Clerk unless he has passed the Local Bodies' Accountants' Diploma Examination or an equivalent Examination prescribed by the State Government. A person may, however, be appointed to such post on condition that he shall pass the Examination within three years of his appointment;

(8) Vaccinators are generally appointed on the basis of competency certificate issued by the Civil Surgeon.

(9) The Medical Officer must be a registered medical practitioner.

At first Shillong Municipal recruitment was confined to college drop-outs as graduates were not interested to serve in the Board due to lower pay and limited prospects. But since late 1960s due to unemployment problem - graduates are also competing for the Municipal white collar jobs. In 1967, Mallaby committee in U.K. suggested that "local bodies must recruit more University graduates and make the best possible use of the abilities of their staff".  

Salary: In England the pay scale of local government officials are settled by negotiations between the local authorities and their staff through trade union like National and Local Government Officers Association - consisting of all kinds of officials. Important contrasts may be noted here, Shillong Municipality was given complete freedom to determine their employees' pay scales by Law - but due to acute unemployment problem among graduates, the Board was in a better bargaining position unlike the U.K. This writer thinks that joint movement for collective bargaining was extremely weak amongst Shillong Municipal employees, due to existence of tribal vs non-tribal and caste loyalties.

Also - Maud, Lord, R. & others - *English Local Government Reformed*, London, 1974, P.76  
In the present salary structure there is a minimum and maximum and intermediate rates of pay. At present there are 14 different pay scales in the Board. There was one scale for Matriculate another for Intermediate and still another for the Graduates. Due to existence of different scales there was a growing discontent amongst the employees which will hamper their efficiency in the long run. Another great anomaly noticeable in the pay structure was that the highest paid officer - the Chief Executive Officer was drawing a salary of Rs. 2,000 per month - whereas the lowest paid employee say a sweeper was getting a starting salary of Rs. 80 per month. In other words the highest official was drawing more than 25 times the salary of the lowest paid employee of the municipality. In England, generally the highest local official draws a salary 10 times more than that of the lowest paid official. It is sad to note such a gulf of difference in the pay structure at Shillong. The Board may seriously think about an integrated incentive-oriented scale of pay. This will definitely attract more promising young men to Shillong Municipal Service.

Increments should not be automatic, there should be efficiency bars, and qualitative performances may be rewarded by advance increment in suitable cases.

15. Information collected from the Head Clerk on 3.6.1976.
Probably the major defect of the salary structure of Shillong Municipal Board was that no provision was made for rise of pay and D.A. with the rise in price index. As a result a senior Grade IV Employee of the State Bank of India was getting more salary than the starting salary of the Medical Officer of the Board. All Central Government Employees are getting periodically increase in the D.A. with the rise in the price index - sometimes twice in a year. But the employees of Shillong Municipality did not get such increments. Therefore a parity should be maintained with pay scales of other organisations at the National level and that will be the stepping stone of reform and real uplift of Municipal Civil Service.

Security of tenure: Certain categories of superior officers like Executive Officer, Doctor, Water Works Superintendent and Sub-Engineer of the Board may be removed from service only with the approval of Heads of the Government Department concerned. Excluding Grade IV, other employees also have adequate security and constitutional guarantee of service. For instance 2 discharged clerks of the Board had to be reinstated with past service benefits on the basis of award by Labour Court in 1967. Adequate security of service should be there for efficiency and high morale.

Promotions and Transfers: At present scope of promotion is very restricted among the Municipal employees. There is a common joke in the Municipal Office, 'we will die as a clerk'. The use of promotional examinations is also limited, as the examination is only for the post of Accountant. There may not be any vacancy in the post in some employees' entire period of service.

Although seniority is not to be relied upon exclusively, it should be given serious consideration along with other factors, such as annual confidential reports, personality, ability etc; when a promotion is contemplated, emphasis on seniority reduces discord and favouritism. But the difficulty in the seniority principle is that it can reflect only quantity and not quality of service. In cases of promotion to U.D.C., as well as highly technical posts such as Water Works Superintendent, the Board was mainly guided by seniority factor. The present writer thinks that where the number of persons eligible to fill a vacancy is quite large, the Municipality may rely more on formal examinations.

Transfer not involving change in rank may be useful in solving of personnel problems such as balancing fluctuations in work loads, alleviating personal tensions and relieving monotony. But sometimes employees themselves were apposed to transfers - e.g.; a clerk in licensing.
department may not be interested to join general depart-
ment as the licensing department had got some 'other en-
rces of income'. Absence of periodical transfers have
turned some jobs into 'obvious seats of corruption'.

Training : Inspite of its great importance, formal
training was neglected. As a result a new comer in a
clerical post was put into his job without any training.
This method of learning by doing was wasteful as it was a
trial and error method of learning. If modern procedure
of in-service training was adopted by the Board, it would
be beneficial to all employees. Professor White rightly
observed that training is a continuous process. There­
fore the Board must have a proper in-service training
scheme.

Discipline : The Board is vested with the power to
take disciplinary action against the staff. Normally no
employee other than a fourth grade employee shall not be
punished with removal or reduction in rank until he has
been given a reasonable opportunity of showing cause
against the action proposed to be taken against him.

The Municipality has no power to take disciplinary
action against the Chief Executive Officer or against an
officer whose pay is partly or wholly borne by Government,
without its consent.
Right of Appeal: The Municipal Act of 1956, provided for the first time a right of appeal to Government against the orders of the Chairman. The present procedure is that an employee who is removed from Service must first take an appeal to the Board. If he is not satisfied with the decision of the Board he may file a second appeal to Government. This writer thinks that the power of punishment should be there and the executive officer of the Board is the most competent person to do so, but the right to consider appeals should be given exclusively to the State Government.

Superannuation: The Municipality is authorised to grant pension or gratuity to its employees on superannuation. At present all employees are contributing to the Provident Fund at the rate of 12½ percent and the Board is contributing an equal amount. However, the Grade IV Employees are not covered by this scheme. But most of the employees are in favour of pension scheme instead of the present contributory provident fund scheme. Age of superannuation is 58 years. The present writer thinks that as some progressive states have already adopted the pension

17. Information supplied by the Head Clerk on 10.5.1976.
scheme for their civic employees - it may be extended to all the employees.

Sweepers\(^{19}\): Sweeping and scavenging in different towns in the country are pursued by particular castes. Shillong is not an exception in this regard. In Gauhati sweepers mostly come from Bihar. In Arunachal Pradesh also the Deharis have taken up this occupation. But most of the Shillong Municipal Sweepers belong to the Sikh community. The sweepers are to perform their duties in different wards of the Municipality with liability of transfer to any other wards. At present 230 sweepers have been cleaning about 6,000 holdings.\(^{20}\)

Working hours for the sweepers and scavengers are - sweepers - 4 hours, from 7 A.M. to 11 A.M. - scavengers also 4 hours, from 3 A.M. to 7 A.M.\(^{21}\)

Vast majority of the sweepers do private sweeping works beyond the working hours. They are permitted to work provided such work is not within the period fixed for Municipal working hours.\(^{22}\)

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19. Source: (a) Shillong Municipal Office records.
   (b) Sarkar, J.N.- *Sweepers of Shillong* - unpublished seminar paper, courtesy, Anthropological Survey of India, Shillong Station.
   (c) Selected cross section of Sweepers interviewed.

21. Ibid.
22. Health Officer, interviewed on 25.5.1976.
The sweepers and scavengers get Rs. 120 per month inclusive of all allowances and the Head Jamadars numbering eight, earn an amount of Rs. 150 each per month. Most of them are living in Barabazar and Laitumkhra Sweepers' Colony in rent free quarters. There is another category called Lorry Attendants who also work as Sweeper. The seven such attendants get the same amount as other sweepers, but an extra amount of one rupee per trip.

Apart from the Municipal duties one sweeper works in average 8-10 hours daily, and gets on an average rupees 55-60 per month. So on the average his total earning come to about 175 rupees per month. In a sweeper family, both the husband and wife are working so, in a family the average earning is about 350 rupees per month.

Besides rent free accommodations they are also getting perquisites like woollen garments, rain coats, gum-boots and a weekly quota of washing soap and hand gloves.

All of them are members of Harijan Mazdoor Sangha, which started functioning in this district since the year.

23. Health Officer, interviewed on 25.5.1976.
24. Information supplied by the Accounts Branch on 4.4.76.
1957 under the leadership of a Harijan Sevak Sangha social Worker Rosamay Bhattacharjee. This Sangha has put several grievances before the authority from time to time. As a result of their movement the scale of pay was first raised from Rs.39.00 to 61.50 and then to Rs.50.00 per month.25

A dangerous dimension of Single-Community monopoly over the trade and the subsequent question of imposition of discipline among them may be observed from the practical point of view. On 28th November, 1958 the Harijan Mazdoor Sangha threatened to go on strike from 17th December 1958.26 The Municipal authority wanted to bring some Kabui Nagas for giving them employment during the strike, but could not do so as the existing sweepers did not allow them to work here. In 1962 again the authority tried to bring some Kabui Nagas but failed as it was strongly opposed by the Sweepers participating in the strike.27

In December, 1969, the Board proposed to introduce identity photographs for the sweepers. But the proposal had to be dropped as a result of hostility of the Union.28

26. Ibid.
27. Ibid.
From the above, it can be said that the indifference of the local people, the feeling of Unity of the Sikhs engaged in the occupation, supported by their trade union activities have made the profession of sweeping exclusively the Sikh's and a few other Punjabi-speaking people's occupation.

It is very difficult to suggest any single measure to break the monopoly of a particular community in the profession. As observed earlier the Municipal Sweepers always fought tooth and nail any proposal for reform. Their approach is agitational. They succeeded in the past by the threat of strike.

In the recent past the Calcutta Corporation has been successful in cowing down sweepers' exorbitant demands by mobilising the National Volunteer Force for the disposal work. Shillong Municipality may also seek the help of Government in this regard during a strike call. This writer thinks that once the sense of indispensibility is broken amongst the sweepers they will submit to municipal regulations.

After a brief review of various aspects of personnel administration we come to certain conclusions. Shillong Municipal service was far from satisfactory, due to absence of fringe benefits, uniform pay scales,
poor prospects for promotion and no pension. The privileges like sick-leave, disability leave and study-leave are absent.

Medical benefits also exist in name. In the small staff dispensary costly medicines are always out of stock. The working condition is dull and congested. Delegation of supervisory power to departmental heads is not there. As a result when the Chief Executive Officer, is absent it becomes an unofficial holiday for everybody. There is no staff canteen and consumers' co-operative store for the employees. As a result they are adversely affected by price rise.

The executive is not in direct contact with the staff - it is always through the dead Clerk. hence the lower cadre in the ladder become callous about their individual assignment and a sense of irresponsibility is developed i.e.; 'Barababu will do it'.

Finally, some amount of favouritism in the recruitment is also responsible for inefficiency of the services.

**Personnel Administration In the Khasi Hills District Council.**


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29. Assistant Secretary, Staff Association, interviewed on 5.4.1976.

before 1968, there was no clear set of rules for regulation of service of the District Council staff. So, all aspects of personnel administration such as recruitment, promotion and discipline were decided on ad-hoc basis and on the merit of the case by the Controlling Officer prior to February 1968. Under such a situation only College students could venture in the service of the Council on the principle, 'earning while learning'.

The position during early 1960s was very clear from the District Council's memorandum to Pataskar Commission:

'The Council Secretariat was mostly manned by College students. For last 13 years the Council has been like a training ground for its staff. Many Assistants have left after being in the Council Service for two or more years.'

Therefore the Council Service was far from attractive upto 1967.

With the increase of functions of the District Council the need for the recruitment of qualified staff became essential. It was interesting to note that the total strength of office staff under different departments was only 44 in 1953. In 1977 the total number of office staff including Grade IV staff was about 150.

33. Joint Secretary, District Council, interviewed on 16.7.1977.
and the total monthly salary bills of the entire establishment excluding the salary of primary school teachers was about Rs.1,40,000. But this writer thinks that out the average monthly salary bill of about 1½ lakh of rupees a substantial amount was spent for pay and allowances of about 15 officers. So, the Council administration was top heavy.

The appointing authority of the Khasi Hills District Council personnel: The appointing authority was the Executive Committee of the Council or any authority empowered by it to make appointment for any service grade or post. But in actual practice for administrative convenience the Secretary to the Executive Committee, is the appointing authority of all Class III and Class IV officials. The Members of the Executive Committee being obliged to their supporters during election, some sort of favouritism from the Members may not be ruled out, specially; in the recruitment of lower cadre - and the Secretary may not be able to resist such pressure from his political masters. Although the employment policy ensures a 75 per cent reservation of

34. Joint Secretary, District Council, interviewed on 16.7.1977.
34. jobs for Scheduled Tribes, implying that 25 per cent are open to others, it is found in actual practice that except a few Grade IV workers all the other posts are being manned exclusively by the Scheduled Tribe Community of the District. Therefore some kind of favouritism is evident. The best solution is to entrust the State Public Service Commission with this function. The Council will continue to recruit Grade IV workers. The State Public Service Commission as an impartial body will recruit candidates purely on merit basis.

Recruitment System: At first the Council Office is mainly staffed by the officers and officials borrowed from the State Government. But gradually the Council started recruitment of its own cadres. 38 Since 1963, the recruitment of staff is made by advertisement in the newspaper and in the Gazette. The staff were recruited on merit after a written test and interview. The latest method that was followed was that a Selection Board consisting of the Secretary, Executive Committee, the District Council Judge, and the Secretary, Legislative Department. There is also provision for co-option of

37. Ibid. Rule 10.
38. Secretary, Executive Committee, interviewed on 8.7.1977.
members from outside in the Selection Board. But until now very seldom has an outsider been co-opted in the Selection Board. So, the Selection Board may not be always neutral.

Probation: All recruits must be under probation for a period of one year. The appointing authority may, for reasons to be recorded, extend the period of probation in special cases. A probationer will be confirmed in his post on his successful completion of the period of probation, if his work and conduct are found satisfactory and he had passed the prescribed departmental examination. There are very few instances when the services of a probationer have been terminated. We think that the administration should be more vigilant on probationers and confirmation should not be automatic.

Qualifications: The Service Rules, 1961, are very specific about the qualifications of a candidate for a job under the District Council. Minimum qualifications are:

(i) a candidate must be a citizen of India;

Also District Council's representation to Patas'ar Commission 1965, PP.4-5.

40. Joint Secretary, District Council, interviewed on 8.7.1977.
(ii) his age should not be less than 18 years and more than 30 years on the first day of January in the year in which recruitment is made however the upper age limit shall be raised by 3 years in case of candidates possessing law, engineering, medical or master degree;

(iii) the maximum age limit is further relaxable by another three years for candidate belonging to Scheduled Tribes;

(iv) the minimum academic and technical qualifications required for the different posts shall be fixed from time to time in the advertisement by the Council;

(v) a candidate for any posts must produce a character certificate from the head of the institution last attended and from two respectable gentlemen not related to him.

As mentioned earlier, at first the Khasi Hills District Council recruitment was confined to College students as qualified persons were not interested to serve in the District Council due to poor pay scale and offering no bright prospects - i.e.; the reason
for inefficiency and delay in the disposal of work. But since the late 1960s graduates are also competing for office job. This may be due to interplay of two factors — first the Council has adopted the Service Rules in 1968, and the increasing unemployment problem amongst the graduates. Therefore at present the Council is in a better bargaining position.

Salary: In absence of any trade Union or staff association, the District Council was at complete liberty to determine their employees' pay scale. We think that any movement for collective bargaining was absent amongst the District Council employees, due to absence of trade Union activities. However there was a demand from all the employees for the revision of their pay scales on the same lines as has been done in the State Government. We hope that the Council authorities will sympathetically consider the demand. In the present salary structure there is a minimum and maximum and intermediate rates of pay. At present there are 23 different pay scales in the Council. We think that for uniformity and to minimise the growing discontent amongst

42. Tour Notes, R.Chandra, Development Commissioner, June, 1975, P.4.
43. Joint Secretary, District Council, interviewed on 8.7.1977.
the employees the number of pay scale should be reduced to 10 or 12 integrated incentive oriented scales of pay. This will attract more promising young men and women to Khasi Hills District Council Service.

So far as increments and crossing of the efficiency bar are concerned the existing arrangement is satisfactory. But in the event of withholding increments, the period for which it is withheld should be intimated to the incumbent immediately.

Security of tenure: There is adequate security of service for all categories of officials including Grade IV Employees. All the employees may appeal against order of suspension or any other disciplinary measures. But appeal to higher authority or to the Executive Committee should be submitted within a period of three months from the date on which the appellant receives a copy of the order appealed against. However, in case of an order of suspension or any disciplinary proceeding against an officer borrowed from the State Government, the Government should be informed immediately of the circumstances leading to the disciplinary proceedings. Adequate security of service is essential not only from the legal point of view but also for high morale.

Promotion: Promotion to any post was made on the basis of merit-cum-seniority after a scrutiny of the
character rolls. In cases of promotion to higher cadre, merit was taken as the sole criterion. We think that seniority may also be given due weightage while considering cases of promotion along with the merit.

Transfer not involving change in rank is desirable for balancing fluctuations in work loads. But interdepartmental transfer should not be very frequent - otherwise it will affect efficiency.

Training: It is very sad to note that there is no training arrangement either for new recruits or for those who are already in the service of the Council. A sort of in-service training is very much essential for increasing the efficiency of the staff. Therefore, the District Council should immediately introduce the system of in-service training, for the benefit of the employees.

Classification of Cadre: The Council services was classified into four classes:

Class I Service

(1) Secretary, Executive Committee.
(2) Joint Secretary.
(3) Deputy Secretary.
(4) Secretary, Legislative Department.

\[44\] Chapter VI, (Schedule), Service Rules, 1961. Also District Council Budget, 1976-77.
(5) Judge, District Council.
(6) Magistrate invested with First Class Powers.
(7) Chief Forest Officer.
(8) Any Other Officer who holds an appointment
the pay of which exceeds Rs. 600.

Class II Service

(1) Under Secretary.
(2) Accounts Officer.
(3) Deputy Chief Forest Officer.
(4) Special Officer.
(5) Education Officer.
(6) Licensing Officer.
(7) Executive Engineering Officers.
(8) Any Other Officer who holds an appointment
the pay of which exceeds Rs. 275.

Class III Service

The Service includes all officers in the service
not included in Class I or Class II Service, Primary
Teachers, Muharirs, Fieldmen and Recorders.

Class IV Service

The service includes all officials of inferior
services such as those of Duftries, Porters, Orderlies,
Choukidars, Peons, River and Forest Guards, Process Ser-
vers and Menials.
It is clear from the above that the Council had mostly adopted the State Government's classification of cadres. Another very peculiar feature is that the officials whose pay exceeds Rs. 275 are included in Class II Cadre. We think that by adopting such liberal condition Class II Cadre became very cheap and had lost its dignity.

Discipline: The following disciplinary measures may be imposed on any employee, namely:

(i) censure,
(ii) withholding of increments or promotion,
(iii) recovery from pay for any loss caused to the Council by negligence,
(iv) reduction in rank,
(v) compulsory retirement,
(vi) removal from service which shall not be a disqualification for future employment,
(vii) dismissal from service which shall be a disqualification for employment.

It is very interesting to note that suspension is excluded from the above disciplinary measures. Suspension is treated by the Council as an administrative

46. Ibid.
measure, and therefore it is excluded from the disciplinary measures. We think that it is desirable that the Council should frame some more elaborate rules regarding suspension of its employees and workers for the sake of good personnel administration. As mentioned earlier all the employees have got the right of appeal against any disciplinary measures within a period of three months from the date of receipt of a copy of such order by him.

Superannuation: The District Council is authorised to grant pension or gratuity to its employees on superannuation. It is very sad to note that the employees are not contributing to any type of Provident Fund. As a result there was great frustration amongst all section of employees. However the employees are covered by Pension, Family Pension and Death-cum-retirement Gratuity Scheme. The scheme is more or less akin to the rules framed by the State Government. Age of superannuation is 55 years. But with the abolition of the Executive Committee a Council servant may be

48. Joint Secretary, District Council, interviewed on 7.7.1977.
49. Informal interview with a cross-section of employees - the employees like to be anonymous.
retained in service up to the age of 60 years. This writer thinks that a provident fund scheme covering all employees of the District Council should be introduced immediately for the benefit of the employees.

Conclusion: After a brief review of different aspects of personnel administration - we may assume that the Khasi Hills District Council Service was not satisfactory due to absence of integrated pay scale, fringe benefits, poor dearness allowance, poor prospects for promotion and no provident fund and medical benefits.

Further, on a close scrutiny of the District Council Service Rules it transpired that it is nothing but a copy of the Government Servant Conduct Rules. Since the Service Rules of 1961 is far from progressive, and it cannot meet the needs of the present day. Therefore, a new set of Service Rules may be adopted by the Council to accommodate the changing needs.

Further, both the Duncan Committee and the Vaghaiwalla Committee have mentioned that the Council is over-staffed; and there is inadequate delegation of powers to subordinate officers. We think that these committees

were appointed in early 1960s - therefore to assess the present position, the Council should appoint an expert committee with wide terms of reference, covering various aspects of personnel administration, such as work-load, working hours, receipts and disposal of files and letters per assistant per day, suitable amendment of the Service Rules of 1951, discipline, and morale of the staff.

Hence to improve the efficiency of the services favouritism in recruitment and promotion should stop and merit should be the sole criterion.