CONCLUDING OBSERVATIONS

Though views about the 'Civil Service in a Developing Indian State - Haryana' have already been brought to light in the preceding chapters, concluding observations and remarks may lead to repetition of the discussion. But an integrated view of the entire analytical work is useful and is, therefore, attempted endeavoured here.

Civil Service and Development

Development in the sense of state-building and socio-economic progress is the major goal of the State. The responsibility for realizing development goals rests mainly with the Government, because the private sector in the State does not have enough capacity to undertake this task. It is the job of the Government to frame policies, formulate plans, implement them and ensure that the people give recognition to the importance of the development tasks and accept the necessary measures. The task is extremely difficult and complex and requires boldness and decisiveness on the part of the Government.

In this task the civil service has an important role to play. It helps in policy formulation; it is responsible for policy administration; and it is an important government institution in motivating the people to contribute their very best. It would be a mistake to recognize the importance of civil service, particularly on the part of those responsible for State development or if the civil service were not properly channelized to contribute its utmost to the State development.

Since the civil service has a significant role to play in the efforts of State development, it is useful to analyse its distinct characteristics which obviously affect its talent and
skills as well as its morale and development orientation. In this connection it may be mentioned here that much has been said about the characteristics of the civil service as applied to the developed world, but there remains much to be discussed about their applicability to the developing world. One of the interesting characteristic features of the Civil Service in a developing Indian State like Haryana is its almost perfect with Max Weber's (1884-1920) legal-rational model of bureaucratic civil service. His model represented an organization "capable of attaining the highest degree of efficiency and is, in this sense, the most rational known means of carrying out imperative control of human beings .... It is finally superior both in intensive efficiency and in the scope of its operations, and is formally capable of application to all kinds of administrative tasks." Weber gave a ten-point description of bureaucracy. The


2. Ibid.

3. 1."(Administrative Officials) are personally free and subject to authority only with respect to their impersonal official obligations"; 2."They are organized into a clearly defined hierarchy of offices"; 3."Each office has a clearly defined sphere of competence in the legal sense"; 4."The office is filled by a free contractual relationship"; 5."Candidates are selected on the basis of technical qualifications...They are appointed, not elected"; 6."They are remunerated by fixed salaries in money, for the most part with a right to pensions...The salary scale is primarily graded according to rank in the hierarchy...."; 7."The office is treated as the sole, or at least the primary, occupation of the incumbent"; 8."(Service in the bureaucracy) constitutes a career. There is a system of 'promotion' according to seniority or achievement, or both"; 9."The official works entirely separated from ownership of the means of administration and without appropriation of his position"; and 10."He is subject to strict systematic discipline and control in the conduct of the office." See Weber, op.cit., pp.333-34.
analysis of this study, however, shows that the civil service
in Haryana as the instrument of administration is neither
quite efficient nor particularly rational when applied in the
context of development. The Weberian model does live up in
quite limited circumstances and situations, and is not universal.
One of the limitations, as the study shows, is that the tasks to be
handled by the civil service must be clearly defined and routine,
that is, they must be planned and predictable. However, this is
not so; that is, there is a lack of perspective planning and
predictability in the developmental tasks. The Weberian bureau­
cratic civil service model is not helpful in comprehending the
problems civil servants face in a developing country like ours
which is committed to a political democracy. Civil servants
can function well in democracy if they have defined and repetitive
tasks to perform. In a developing State of Haryana, by contrast,
where the tasks are huge and complex and require both high
motivation of civil servants and flexibility of administration
for realization, the political democracy creates obstacles. This
is particularly true if civil servants are confronted with the
problem of getting the public at large to act upon unpopular
legislation. A civil servant in a democratic country may not be
able to carry out the contents of the laws that demand sacrifices
on the part of the local people. Moreover, the democratic process
supports the right of the politician rather than that of the
civil servant, to lay down policies and goals. So much is the
commitment to democratic forms that many commentators may not
like to bring about improvements in the civil service system.
developing countries too much. Nevertheless, allround efforts are currently being put in to develop the civil service systems of developing countries, especially in Asia. Further the analysis of the study reveals that in a democratic set-up like Haryana, politicians are not concerned with the question of the capacity of bureaucratic organization to accomplish developmental tasks but rather with the question of accountability of civil servants. And those who are concerned with accountability rather than performance are misleading the country from the developmental point of view. This is not to argue that civil service rules is the answer. The point is simply that there is an increasing need for balance between politics and the administration. Professor Riggs says in an article: "Suffice it to say that one way of judging the level of development of a society or social system may be the degree to which exhibits the characteristics of balanced polity, organizational maturity, and the prevalence of a salary system in its bureaucracies." What is needed is that political reforms must precede administrative reforms and the two cannot be separated if goals of development.


in the developing State of Haryana are to be achieved. It is true that the State cannot develop without bureaucratic 
organizations, but at the same time bureaucracy is damned. How to make the administrative system accountable and responsible is 
the crux of the problem at hand in the State. Lack of administrative capabilities and the gap between civil servants and the 
political elite and the populace makes such responsibility an impossibility.

In order to identify the existing civil service's inadequacies in meeting the challenges of development, there is an immediate need to reorganize the administration. One of the main inadequacies of this process of administrative reorganization has been that until recently there was little realization that administrative structures, the general orientations of the political executives and the civil service require almost continuous review, improvement and substantial change if the civil service is to keep up with the increasingly challenging 
and complex developmental tasks of an unprecedented nature in a developing Indian State like Haryana.

There is an obvious need of an Administrative Commission which should go into the State's entire administrative system. Its recommendations must focus special attention on the sector of the civil service which, as already emphasised, in a

developing State has the added responsibility of functioning as an instrument of State-building and socio-economic progress.

Structure

The Civil Services in the State may be classified in four different ways. First, it may be classified according to the nature of the controlling authority. On this basis those civil services which are recruited and controlled by the Central Government but serving the State Government and the Central Government are called All-India Services; and those recruited and controlled by the State Government are called State Civil Services.

Second, the civil services may be further classified on the basis of their responsibility and power. On this basis the State Civil Services have been classified into Class I, Class II, Class III and Class IV Services. The first two categories are also categorised as gazetted cadres. Class I members, along with those of the All-India Services, man the higher posts of responsibility and power. Class II civil services provide personnel for the middle echelon of the administration. Class III civil services provide personnel partly for the middle echelon but largely for the lower echelon in the administration. Class IV members make up the bulk of the lower echelon of administration.

Third, the civil services may be classified on the basis of the general nature of their functions. Members of the All India Services and particularly the I.A.S. Officers, (Executive Branch) members and a few of the Class I non-technical services at the State level are concerned with administrative policy-making, higher executive or managerial duties. On the
other hand Class II civil servants are mainly concerned with executive and some overhead functions. The duties of Class III civil servants are partly of lower level executive type, but largely of a repetitive nature. Class IV civil servants do manual and semi-skilled jobs. Apart from these non-specialist civil services, there are at present a large number of specialist and technical civil services, which are also classified as the traditional 4-tier system, i.e., starting from Class IV at the bottom and going up to Class I at the top.

Finally, within each of the four-fold classification, the posts of a similar functional nature have each been woven together to form one service. For example, within the State Services Class I and Class II, there are Haryana Civil Service, Haryana Secretariat Service, Haryana Forest Service (Class I and Class II), Haryana Public Health Service, etc.

The present structure of the State civil services has been examined at length and has led to observation that there is a certain degree of service-consciousness and class-consciousness among the civil servants. Classification of services is a legacy of the British rule. It is a sore point and the view against it is that it hinders the growth of community and team spirit amongst the civil servants. Their feeling of belonging to one common category instituted to serve

1. This four-fold classification of services came into existence about the year 1926 as a by-product of the recommendations of the Islington Commission (1912-15).
the needs of a democratic welfare State has been diluted by the parochialism generated by the consciousness. Its value as a non-pecuniary incentive is more than offset by the ill-will and heart-burning it creates. All employees are basically civil servants and the sooner this realisation dawns upon them, the better it will be for the government and its administrative arm - the civil servants. It is therefore suggested that this system of classification should be abolished. Civil services should be organised into a "unified grading structure". The posts in the civil service should be grouped into grades so that all those posts which call for similar qualifications and involve similar difficulties and responsibilities fall in the same category.

For the correct grading of each post, an analysis of jobs is required which can be done by the Department of Personnel. The rationalisation of pay structure at present needs greater attention. It should be on scientific lines. It is suggested that the remuneration should be related to (i) Educational requirements; (ii) Levels of duties and responsibilities; (iii) Conditions of service, and (iv) Levels of administrative capability.

If on the basis of job evaluation, the pay levels are determined, it will lessen the disparities in the pay scales and variations in some of the pay scales for jobs of similar and corresponding duties and responsibilities. For a sound civil service structure, the rationalisation of the pay structure is felt. It is therefore necessary that pay scales for jobs of equal importance, duties, responsibilities and difficulties requiring
same or similar qualifications should be uniform and equal for all the civil servants in the various departments of the Haryana Government. For example, all Class I civil services of a non-specialist nature could be grouped together to form one general civil service with one or two uniform scales of salaries and prerequisites. Specialist services may be less easily grouped into one specialist service on a par with the non-specialist service, but these could be grouped to form only a few consolidated specialist services. Already a few mergers of some of the civil services have been attempted by the State Government, but there is a need for a larger degree of consolidation in grouping allied services with a view to reducing parochialism within the State civil services.

So far as the classification promotes "class-consciousness", this can be lessened to a very large extent by greater mobility between one class and the other. At present, movement can take place without much hardship from Class IV to Class III services subject to the acquisition of the requisite qualifications and proficiency. On the other hand it is less easy to move from Class III to Class II services; and movement from Class II to Class I services is retarded by the belief that recruitment from the open market is preferable because it brings in better qualified personnel.

Morale and the full utilization of administrative experience, on the other hand, suffer when there are less opportunities for the lower class employee to move upward in the higher echelons of the administration. While there is a good deal of substance to both sides of the argument, there does seem to be
a need, on a balanced view, for more sufficient opportunities for the lower class employees to acquire the requisite qualifications and for age limits to be raised with a view to enabling them to compete for the higher class posts.

After a thorough study of the structure of the civil service in Haryana, it seems that the present four-class classification system is a barrier to adaptability of the service to the growing governmental tasks, prevents the best use of the talents of individuals and causes frustration and finally prevents the entry of persons into higher posts for which they are fitted. It seems that these defects could be minimised by the abolition of the divisions between higher and lower classes and the creation of a classless uniformly graded service from bottom to top in each occupational group. Obviously, a number of common pay scales, each representing a grade, would be required to provide a ladder wherein each rung has the level of responsibility and job content. It therefore follows that a system is required in which there are an appropriate pay scales corresponding to the levels of responsibility and job analysis.

The question of relevance and usefulness of the All-India Services to the federal structure of our country has also been examined carefully. As has been highlighted earlier at the time of the Government of India Act, 1919, there were nine all-India

1. For a detailed study on the All-India Services, see Shriram Maheshwari, "The All-India Services", in Public Administration, Vol. 49, Autumn 1971, pp. 291-308.
Their number, however, was gradually reduced as administrative decentralization took place with the result that on the eve of India's independence only two All-India Services—(I.C.S. (Now I.A.S.) and I.P.S.)—remained. Provisions were made in the Constitution, however, for the creation of more All-India Services when necessity arose.

During the past few years the increasingly complex developmental efforts of the administration have lent urgency to the need for the recruitment of technical personnel that has been available to some of the State Governments which have failed financially or otherwise to attract quality officers. Since the Central Government has both a political and financial stake in the effective implementation of development plans and projects, efforts were made to remove this inhibiting factor by asking the State Governments to agree to the formation of certain All-India technical services, which were to be recruited and controlled by the Central Government. No All-India Services other than the Indian Forest Service, were, however, established. Efforts are continuing to establish four more All-India Services, viz., the Indian Service of Engineers (Irrigation, Power, Buildings and Roads), the Indian Medical and Health Service, the Indian Agricultural Service and the Indian Educational Service.

The question arises whether the establishment of the common civil services is consistent with the country's constitutional
framework of federalism. In other words, can State Governments exercise effective control of their higher civil servants who are executing public policy when a large number of these civil servants are administratively accountable to the Central Government? On the other hand, there are two main reasons for the formation of these All-India Services. First, more All-India Services would contribute to the development of more uniform standards and a common outlook among the country's higher civil service which would promote national solidarity, which has yet to grow to its normal vigour. Further, development efforts, which necessitate an effective and efficient higher civil service which the Central Government can more effectively recruit than the State Governments should not be sacrificed at the altar of federalism.

As mentioned earlier, each of the All-India Services has a composite cadre comprising a number of State sub-cadres. The Central Government may or may not be allotted a sub-cadre, depending on whether it wishes to draw largely upon the State sub-cadres in meeting the manpower requirements of its own administration. With the exchange of officers the Central Government benefits from the experience of the personnel located in the States, and State Government officials acquire a national perspective as well as national experience.

The State Government's need for additional staff has been felt greater than in the past. While it is easy to find personnel for the lower and most middle level posts (Class IV, III and II) as a consequence of considerable educated unemployment, personnel to man the higher level generalist posts, especially particularly the
specialized posts are less easy to find because the demand for such officials exceeds the present supply of persons (see Annexure XIII of the chapter "Structure of the Civil Service") with the requisite qualifications. Though the idea of manpower planning for the State has been accepted in principle, the State Government has not so far given sufficient attention to this question. As the State has embarked on ambitious programmes for accelerating socio-economic development and in this development effort the public administration has an important role to play, the need for planning the manpower requirements of the administration and other organized State activities will become greater. Hence, a personnel development planning programme aimed at finding appropriate personnel from outside and training the present personnel for higher appointments needs adequate attention by the State Government.

In the State of Haryana there seems to be prejudice against any substantial increase in the number of higher civil servants. While such posts as clerks, peons, cleaners may be created easily, any increase in the number of higher civil servants tends to arouse criticism about the wastage of public funds on the creation of "unnecessary well-paid posts". The result is that the higher civil service on the whole is understaffed. It may be mentioned here that efficiency suffers because of growing administrative fatigue among the higher civil servants. They also do not have much time for taking an over-all view of their programmes and plans. The hierarchy of the State civil service needs pruning at the lower levels which can be achieved by the introduction of some degree of automation.
Concurrently it also needs a substantial expansion in the number of the higher civil servants if development programmes and projects are to be implemented effectively and efficiently.

In the State administration, the tradition has been to have a generalist class (Members of the I.A.S. and H.C.S.) which is responsible for assisting the political executive in the formulation of policies. It also formulates detailed and integrated development programmes and projects after consulting the specialists. Not only this, the general administrators supervise and direct the specialists and non-specialists who execute these development programmes and projects. Besides, they are responsible for the maintenance of law and order. Now a large number of highly qualified specialists in the administration have begun to challenge the authority of the general administrators. Specialists are of the view that the generalists do not properly understand their proposals. They think that the generalists' interpretations dilute the impact of the proposals before the Ministers can consider their appropriateness for incorporation into public policies. In addition they also grumble that even in the formulation of projects and programmes as well as in their execution, the generalists not only miss the spirit of things but also attempt to make the specialists to assume only secondary roles. On the other hand, those who support the idea of having the general administrators argue that their high general intellectual qualities are very useful for the formulation of long-range policies. They also provide the coordination which is essential for increasing administrative expansion and diversity.
Finally, the general administrators contribute substantially to the processes of national integration and the country's unification by being a strong layer just below the political executive.

The study has examined this aspect carefully and on a balance of considerations, it may be brief here that time seems to have come for certain procedural and psychological adjustments, which would enable the specialists to have more effective opportunities for giving advice to the political executive without its having to be done by generalist class. It is stressed that they should also be given a definite and responsible role in the formulation and implementation of development programmes and projects. Dey very rightly says that the real question to be posed and faced now is not 'generalists versus specialists,' but how to develop a new brand of public administration professionals (who are not to be branded narrowly as generalists or specialists, because they are— as they ought to be—in the final analysis, only professionals).

He says: "It would be contra-rational to gag knowledge, stifle professionalism, sacrifice merit, and block the road to the top for anyone on the superficial strength of a deliberately devised but a thoroughly meaningless label."\(^1\)

**Recruitment**

The study has reviewed in detail the nature and extent of the merit system of recruitment present in the civil service of

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Haryana and highlighted some of the major problems that are being faced in its application.

The State Government constitutes the major employer in Haryana. Its personnel policies impinge not only on the State development but also on the employment situation and personnel policies of non-governmental organisations. As mentioned earlier, the framers of the Indian Constitution wanted that the expanding civil service should be recruited on the basis of merit. The principle of merit system of recruitment was recommended in the middle of the nineteenth century (Report on the Indian Civil Service in 1854 by T.B. Macaulay) for the highest civil service and it was steadily extended to a number of other civil services.

A number of Indian leaders felt that the Public Service Commission both at the Centre and States should be strengthened because the process of democratization created greater pulls and pressures which could result in favouritism and nepotism in recruitment. The Union President and the State Governors were entrusted to make rules regulating the recruitment and conditions of service of the members of the Commissions.

Historically, one of the major recruitment problems which plagued the civil service was political patronage and favouritism. Although recruitment based on political patronage and favouritism was gradually replaced by the merit system of recruitment more than sixty years ago and the civil service has since then been free from political favouritism, a thoroughly positive and full-fledged merit system of recruitment capable of attracting the most meritorious candidates in the State has not so far become a reality.
In actual practice, while the Union Public Service Commission has observed high standards of impartiality and objectivity, the Haryana Public Service Commission has succumbed to strong political pressures that were exerted informally by politically powerful Ministers or politicians. The Commission has not been able to maintain high standards of objectivity. Political pressure is brought to bear on the members of the Commission to favour this or that candidate. Often the members of the Commission are offered financial inducements to do the needful. It seems that the Commission has become a den of corruption. The credibility of the Commission as a fair recruiting agency stands greatly undermined today. An agency that is charged with the duty of recruiting personnel should be above political pressure.

The basic purpose of Articles 315 to 323 of the Indian Constitution which provide for the appointment and functioning of the Public Service Commissions is to weed out nepotism and other malpractices that are associated with the exercise of patronage by Chief Ministers, Ministers and other Heads of Departments. But wherever pressures of various sorts hold sway, merit goes down and efficiency and effectiveness of the civil services suffer.

Besides many shortcomings of merit system of recruitment, the civil service has also been facing a number of other critical recruitment problems. First the results of the examinations conducted by the State Public Service Commission are not declared in a timely manner. It is causing mental tension to the job seekers who have
to wait endlessly in suspense to know the results. Second, the evaluation of the merit of a candidate seems to be relatively subjective and unreliable. The study reveals that the weightage for the viva voce works to the disadvantage of those candidates who obtain high marks in the written examination. It is suggested that the marks obtained in the viva voce should not make a material change in the results of the written examination.

Further, it has been found that the "subject experts" who are invited by the Commission to assist it in the recruitment of technicians, come generally from Government departments. Their impartiality and fairness cannot be easily determined. They often come with a view to helping the departmental candidates who are already working on an ad hoc basis. Most of them come with an explicit mandate from the Chief Minister, Ministers, and other powerful persons to help particular candidates. The present practice has certain snags. It is suggested that the State Public Service Commission like the Union Public Service Commission should draw up a panel of subject experts from bodies other than Government departments such as Universities and Institutes not directly under the control of the State Government. The experts should be not only knowledgeable but also fair and objective in tendering their advice.

Qualifications are a significant contributing factor in deciding the grade into which a post should be fitted. It is suggested that sufficient care should be taken to see that the qualifications relevant to the nature of work in a post and level of capability considered necessary for it are prescribed in clear and unambiguous terms. Qualifications for recruitment to various
posts are proposed by the Government departments concerned and then transmitted to the Commission for its approval. Often qualifications are tailor-made to suit particular candidates. In some cases, where qualifications laid down in the first instance are revised later to exclude personnel already selected with a view to enabling others to secure the job. Such practices are most unworthy of government and gravely damage the faith and confidence of people in the administration.

The functioning of the Commission has revealed that often the State Government flouts with the autonomy of the Commission by withdrawing posts out of its purview whenever it finds the Commission not inclined to its pressure. This practice requires to be made more harsh. It is suggested that if at all a post is to be withdrawn from the purview of the Commission, it should be done only through a piece of legislation by the State Assembly so that the issue can at least be debated openly.

The study has also revealed many drawbacks associated with the mode of appointment of members of the State Public Service Commission. Most of the appointments are made with the intention of packing the Commission with persons who can be useful in the matter of recruitment. The academic work, mental calibre and integrity of a person are hardly taken into account. It is suggested that appointment of a member or Chairman of the Commission should be the concern of the Chief Justice and not of the Chief Minister or that such appointments should be made by the President from a panel maintained by the Chief Justice of India.

As regards Subordinate Services Selection Board, as an important agency for recruiting Class III employees, it is not
working well. It has not been able to meet departmental needs in time or satisfactorily. Here too the study reveals that money plays a part in selection. In view of the public criticism and shortcomings, it is suggested that it be abolished. In place of it, the State Government should set up "Departmental Selection Committees," one for each department and another for common categories to be headed by Heads of departments or Joint or Additional Heads.

**Training and Development**

A brief examination of the history of training reveals that during British rule, the Indian civil service and several other higher civil services used to have fairly comprehensive training arrangements, both in theory and practice. But during the war periods these arrangements were disrupted and partially shortened. After India's Independence, the significance of training gained recognition all over India as is evidenced from the establishment of several training institutions (see Annexure I of the Chapter "Training and Development").

Despite these substantial steps taken in regard to training, it is in many ways inadequate to meet the needs of an effective developmental orientation. While the Central Government has paid increasing attention to the formal training of the generalist higher civil service probationers, the State Government of Haryana has neither given adequate attention to the generalist entrants to the higher civil service (H.C.S. Executive Branch) nor has it provided for the orientation of the entrants to the specialist civil services. Besides the State
Government has not taken into account the need for continuous orientation courses and personnel development courses for the middle-level generalist and specialist personnel. The training of the subordinate staff of the State (Class III and Class IV employees) who man the lower echelons of hierarchy of the administration remains substantially neglected. It has been found that about 75 per cent of Class III and 90 per cent of Class IV employees are presently untrained. The training of civil servants at junior levels is stressed, particularly those who come in contact with the citizens, those who are generally referred to as the "cutting edge of administration".

The study has revealed that most departments have been sending only those employees who are likely to receive only minimal benefit from the training because they are the ones who can cause least inconvenience to developmental work. On the other hand, in many cases departments have declined to send nominations for various training and development courses on the ground that their limited manpower did not permit them to do so. It is suggested that departmental heads should develop a more positive attitude towards training and development of their personnel. There should be accountability on the part of the heads of departments to spare these employees who have been selected for training assignments and not to be led away by a misguided self-interest that sparing a good employee for training programme would be a net loss to that particular office in the immediate future. A trained employee will certainly contribute to the development to a large number of employees who would later contribute to the effective functioning of the organization.
The study also shows that adequate financial and staff resources are not invested in the State training programmes. To ensure better performance of training programmes in the civil service, a good deal of emphasis should be laid on competent and experienced staff directing them. In addition, the staff must combine both academic and experience base. The quality and competence of staff determine to a large extent the credibility of the training programmes and institution.

There should be a State plan for developing specific training abilities and skills of the staff members of all training institutions in Haryana.

It has been also found that while civil servants in some departments have the benefit of training and development opportunities, in other departments similar opportunities are not offered. An excessive dependence upon external resources will be of little contribution to developing internal resources of the departments concerned in the long run. As such it is suggested that the Government of Haryana should immediately take steps towards establishing a State Institute of Public Administration on the pattern of the Indian Institute of Public Administration, New Delhi, with certain modifications. This State Training Institute should aim at (a) organizing a common foundational course for fresh entrants to Class I Haryana Civil Services, (b) institutional training for the probationers of the State Administrative Services and other generalist services, (c) training in management for different levels of officers, and (d) refresher courses and seminars.

Besides the immediate need for the quantitative expansion of formal training of a continuous type for the various
categories of civil servants, there is a need for their qualitative improvement. The teaching staff must be capable of imparting not only knowledge but also inspiration to the trainees.

Literature on the economic, social, political, administrative aspects of development and democratic values have to be written on lines suited to the category of trainees. The training should have service orientation instead of continuation of the same old "Babudom", which inculcates in them a complex about superiority and a false vanity. Also the syllabi and methods of training need to be revamped and modern techniques and audio-visual aids introduced in order to keep the trainees abreast of the changing needs.

Training should be looked upon as a continuous process, and in this connection the significance of on-the-job provided by the supervisor is stressed. The value of this sustained guidance by the supervisor does not, however, eliminate the need for attendance at courses and seminars meant to improve an individual's capacity to develop his potential in the interests of his organization and his own career. Civil servants should be encouraged to discuss with their supervisors the areas in which they consider additional training would be helpful to them.

Finally, evaluation of training programmes is of great necessity if training has to play an effective role in personnel policies as well as organizational change. Continuing qualitative assessment of training programmes is very essential if these have to be intellectually adequate as well as operationally meaningful and attractive. In brief, comprehensive, integrated and qualitative training policies to suit the needs of development planning and
Careers Development

Career development is obviously pointless if it does not offer prospects for promotion and mobility opportunities. The development of personnel is of great contributory factor to the composite of good administration. The administration is not a mere instrument to implement public policy. It is something more than this. It has also to promote the growth and development of personnel in a systematic way so that they perform the government functions with necessary capabilities in various positions.

The analysis of the study indicates dominant patterns in the career development of the members of the higher civil services. But the career of staff in non-gazetted category are virtually non-existent. Since recruitment is often carried out heavily at Class III and Class IV services and the movement from general service to professional is blocked, this results in two or three promotions in one's whole career. It is suggested that following specific measures be taken in this context:

In the four-fold classification of the civil service, there must be a system of promotion or advancement because promotion is a major factor to greater efficiency. Second, it avoids stagnation. Stagnation in a particular post or cadre kills initiative and creates monotony. It is therefore essential that promotion should be automatic. Third, there should be openings into which new entrants can eventually move if there is to be real career development. As career development entails mobility between occupational fields and between departments,
Efforts should be made to encourage such mobility. Efforts to facilitate such mobility should include wide publicity to vacancy notifications within and between departments, the designing of a uniform grading structure, the reduction of the control of departmental heads over transfers in and out of the department, and the assurance of adequate compensation for staff transferring to new duty stations. Each job should be linked with corresponding duty. Career development to be successful requires that adequate attention should be given to proper and suitable training of civil servants. Efforts should be made to eliminate blockages on the basis of age, caste, sex, class status and the like from the general service to the professional. In both cases, in the case of direct recruitment and recruitment by promotion, the important factor should be merit which includes seniority also. The requirements of the job should be the sole consideration for selection. In filling the higher services/posts, it will be worthwhile if limited examinations are instituted and whosoever qualifies in the test should be promoted in order of merit irrespective of his seniority. Such a system helps in stamping out favouritism, political pressure and arbitrary promotions. Seventy internal vacancies should normally be filled by those who are working in lower posts in the department. Only in exceptional cases should a higher post be filled by direct recruitment. The maximum recruitment should be at the lowest stage of the cadre of a department and higher posts should be made available in the normal line of promotion.
eighth seniority with the department should not constitute in itself a factor of consideration for development except in those specific cases in which it is not possible to make distinction between two or more candidates on the basis of qualifications and merit. In such cases candidates with longer service should be given weightage. It is, however, stressed not to let the principle of seniority overshadow the principle of merit.

Interviews used in the selection process should be conducted in such manner as to maximise objectivity and to prevent over-all personality-related assessments which can be open to prejudice. Further, members of the selection committee should be reminded to guard against the tendency to recruit someone resembling themselves rather than to seek characteristics related to the job.

In the end it is emphasised that the promotion of careers should be made on the basis of merit principle - that is, that civil servants should be considered for lateral transfer, promotion or other career development actions on the basis of their past performance within the organisation and their capacity to take up new assignments. Career development, like recruitment policy and methods and training and development, should not be viewed or operated in isolation but must be part of an integrated and comprehensive programme of the personnel policy as a whole.

Staff Associations and Conditions of Service

Conditions of service constitute another key factor in determining the performance of civil servants. These generally
refer to pay scales, retirement benefits, tenure, hours of work, security of career service and the like.

The first and foremost problem of staff associations in the civil service is the adjustment of salaries. Unfair salary levels and failure to make salary adjustments have constituted the most tangible and frequent causes of misunderstanding and friction in the civil service. Though pay scales have been revised and rationalized comprehensively on two occasions (1969 and 1979) since the formation of the State in 1966, the complaints of most civil servants continue. The hardships encountered by those in the middle and particularly in the lower levels have not ended even with strong inflationary trends in prices. Ideally, the pay scales of all civil servants in the State should be uniform. In certain situations, however, the pay scales for civil servants are kept at a level which is no much higher than the level that prevails outside the government. The study shows that strong pressures have existed to keep salaries in the civil services at a comparatively low level. Insufficient salary often turns out to be very costly because it tends to drive out the competent and trained persons, limit government recruitment to persons of lower quality, encourage civil servants to work short hours or take additional employment, reduce efficiency, encourage bribery and vitiate the circle.

Although the hours of work for civil servants as a whole have been reduced as a part of the general reduction of hours of work for all categories of employees in the country, and large modern buildings are being increasingly built to provide adequate office accommodation, the higher civil servants still suffer from being overburdened. In fact they work
for much longer hours due to understaffing of the higher level of administration. In regard to retirement and pension benefits, there should be a provision enabling civil servants to move out of the government service at a fairly early age without losing the benefits for the period already served. It is suggested that in such cases they should be allowed this facility after they have put in fifteen years' service.

The analysis of the study also reveals that policy regarding transfers has not so far been given adequate attention and at present transfers are being made frequently particularly at the higher level. Though transfers are a necessity in the interest of administration and have to take place, the analysis of the study reveals that they are mostly resorted to on political considerations either to punish or favour the officials concerned. Whether it is good or bad frequent transfers and their cancellations or pulls and pressures not only breed indiscipline but also lead to inefficiency in administration.

A substantial number of civil servants are facing an acute shortage of residential accommodation. At present the State Government provides housing for a section of its civil servants and that only in cities. Though the Government has provided house rent allowance (see Appendix-11) in many towns, the general shortage of accommodation mostly leaves the civil servants at the mercy of the private house-owners. It is suggested that the Government should provide reasonably good housing to all its employees. House rent allowance, compensatory allowance, travelling allowance, conveyance allowance, leave travel concession and encashment of leave, loans and advances
to employees, allowance for education of children and certain other benefits are also an important part of the incentive system which have a direct bearing on the efficiency of the Civil Service. The service benefits admissible to the employees should be granted timely. Promotion, increments, clearance of efficiency bars and other advantages due to the civil servants should not be withheld except in cases of gross negligence.

With a view to increasing the efficiency and effectiveness of civil servants, it would be appropriate for the Government to take adequate measures for evaluation and control and for rewarding those who make outstanding contributions, punishing those whose performance and conduct are significantly below the established standards and disciplining those who fail to follow rules and instructions.

Staff Associations and Relations

In regard to the relationship between the Government as an employer and civil servants (especially those below the top levels of the hierarchy) as employees, these have varied from time to time, but on the whole, have not been satisfactory. A substantial number of the civil servants are considered dissatisfied.

The study reveals that the growth of unionism among civil servants reflects a picture of growing frustration on the part of staff associations and the increasing rigidity on the part of the State Government. In the absence of a system of reaching accord between the two wings, the socialist pattern of society as a State goal shall remain a mere aim and cannot be achieved. A quest for administrative harmony is indispensable when the State plans to make socio-economic progress. It is plain that in order
to create an atmosphere of administrative harmony and peace and to cultivate proper attitudes in the minds of civil servants, it is necessary that the staff associations must be well organized and encouraged. They need formal recognition for the purpose of securing and promoting the common interests and fulfilment of rightful demands of their members.

In the absence of machinery for negotiations and consultations (i.e. Whitley-type of machinery), the frustrated employees sometimes seek recourse to such methods as strike, demonstration, dharna, by resorting to which they lose not only the confidence of the government but also the sympathy of the general masses. This vitiates the relations between the government and its administrative arm—the civil servants. The best method to break the vicious circle is for the government as well as the civil service associations to adopt a positive attitude towards each other. There should be a permanent machinery for consultation and conciliation on the pattern of the Whitley Council in England. Besides, there is the need for the provision of arbitration to which recourse can be had if differences on question of remuneration or some other particularly important service conditions, such as, hours of work, leave, holidays remain unresolved. A permanent arbitration machinery would serve as a safety valve against precipitate action by either side in case of disputes relating to conditions of service of the civil servants.

In addition to the arbitration machinery, the government should set up Civil Service Tribunals to inquire into grievances.

1. Uttar Pradesh, Rajasthan and Bihar have already constituted Public Services Tribunals to deal with service matters of their respective employees.
relating to disciplinary actions, promotion, confirmation, etc. They should act as final appellate authorities in respect of orders inflicting the major punishments of dismissal, removal from service and reduction in rank. It is stressed here that with a view to fostering better relations between the Government and its civil servants, a Joint Consultation Machinery on the pattern of Whitleyism in the United Kingdom should be set up in the State.

The working of the Departmental Council set up for the Haryana Civil Secretariat under the Joint Consultation Scheme reveals that it is not effective. Its recommendations have been accepted in those cases which are comparatively of minor nature. Despite many limitations, it has made the civil service more contented than in the past. The experience gained so far in the functioning of the Departmental Council at the Civil Secretariat level has been encouraging for the promotion of goodwill and cooperation between the Government and its civil servants. It is suggested that the scheme should be introduced in all departments of the State Government of Haryana after giving formal recognition to the civil service associations. The present machinery for Joint Consultation in Haryana is inadequate in the sense that it has not been introduced at the State, departmental and local offices levels. The machinery also does not provide a statutory basis for the redressal of civil servants' grievances. Providing a statutory basis for the Joint Consultation Machinery for the Civil Servants would be a distinct improvement on the present scheme. If the history of Whitleyism in the United Kingdom provides any lesson, it tends to lay an emphasis on the need for psychological change on the part of both sides as the sine qua non for the satisfactory working of such machinery.