INTRODUCTION

Since Independence (August 15, 1947) India has been engaged in the momentous task of national resurgence through socio-economic progress. This is by no means easy; indeed it is a challenging task before the government, the politico-administrative elite and people of the country. For its realisation effective organisation and cooperation between various wings of the administration is essential. In this context the role of the Civil Service is of paramount importance, particularly in a nascent democracy like ours.

From the very inception of Puducherry (November 1, 1966) the State has been passing through a transitional period. This period is marked by such features as building of the State agricultural revolution, industrialisation, bureaucratic form of organization, especially in public administration, and expansion of the social services sector. There has been a pervasive concern of the State for sustainable improvement in the life of the people and their well-being, with particular attention to the weaker sections of the community. The State has already embarked upon ambitious plans and programmes for economic and social development. In fact, the development and modernization of the State in harmony with the increasing inspiration of the people has been central to its political life.

During the last one and a half decades, the functions of the State Government have grown enormously not only in scope and magnitude but also in complexity. The traditional passive and regulatory functions of the State have undergone a sea change to...
active and positive engagement in affairs. It is expected to build up the infrastructure for economic development by providing full employment, increasing the State income, stabilizing prices and creating a healthy balance of payment. This is in addition to its time-honoured role in maintaining peace and administering justice, and providing comprehensive educational, labour, social and health services. As the functions of the State Government have become increasingly multifaceted so has the need to coordinate the various State organizations. It is in this context of meeting these new tasks of government that the civil service is called upon.

The civil service by virtue of its crucial place in the power structure of rule-making and rule application has the added responsibility of synchronizing the entire administrative activities of the government. It has to ensure continuous and impersonal implementation of multitudinous public policies framed by the political executive armed with the authority of using the machinery of the government to achieve the desired objectives. The civil service is supposed to aid and provide the best counsel and judgement to the political executive in a frank, unbiased and independent manner. In a political democracy like Haryana, where the political executive which exercises political power is liable to change periodically, the civil service ensures administrative continuity and assumes the responsibility of holding the society together in peace and harmony with the administrative powers and ensuring continuity of progress in the direction of socio-economic objectives of the State. The role of the civil service is no longer confined to the maintenance of law and order,
provision of some public services and collection of taxes; rather it is intimately and vitally concerned with burgeoning and complex problems of State-building, social progress and economic development. The challenges which a developing Indian State like Haryana faces are tremendous and require close cooperation and interaction between people and government. Besides administrative capability and continually updated knowledge, the civil servant has to be imbued with certain ethical values like dedication to the amelioration of the cause of the downtrodden and faith in the policies of the government for transforming the socio-economic landscapes.

The continuing deterioration of the administrative machinery underlines the ineffectiveness of remedial measures which have been initiated so far. Therefore in the present study, the civil service in a developing Indian State, Haryana, an attempt has been made not only to discuss the basic problems which bedevil the functioning of the civil service in a developing State, but also considerable emphasis has been placed on the analysis of the structure, recruitment, training, career development and staff associations of the civil service so that this untapped potential can be effectively channelized in ushering in a New Jerusalem in Haryana's holy land.

SCOPE OF THE STUDY

The study of the Civil Service relates to an important government institution and it is desirable that it should be widely discussed with more insight and understanding than it is commonly depicted. But at the same time it is very difficult to
study all aspects of the civil service when it relates to a wide area of developing country. So the stress of investigation has been on "Civil Service in a Developing Indian State - Haryana".

In the civil service of a developing Indian State, the field of enquiry has been limited to the following:

1. The present structure of the Civil Service which continues to be the legacy of the British rule, organized in four principal classes but almost all with their own grading and career structures, has been studied.

2. The vital area of personnel administration including recruitment, training, career development, employer-employee relations has been thoroughly examined in the wake of developmental needs of the State.

3. The scope of enquiry has included ascertaining facts, locating problem areas and highlighting weaknesses and suggesting solutions thereof.

4. The civil service in the purview of our enquiry has included those employees, other than holders of political or judicial offices, who are employed in a civil capacity and whose pay is derived from the Consolidated Fund of the State of Haryana. This includes both permanent and temporary staff serving in Government Departments.

Hence in this study an attempt has been made to delve deep into the problems facing the civil service in a developing Indian State and to suggest measures as are of paramount significance for increasing the capacity of this instrumental institution to play its role in accelerating socio-economic development of the State and nation-building.
OBJECTIVES OF THE STUDY

In the process of implementation of development tasks and execution of radical policies of the politician in power, the civil service has shown various symptoms which worked as a brake to the wheels of socio-economic progress. Hence the objective of the study is to examine all those symptoms, find out causes and solutions thereof. In particular the following objectives have been kept in the analysis of the detailed study of the civil service:

(i) to review and assess important changes and developments in the Civil Service in India in general, and Haryana in particular;
(ii) to study the changing nature of State development (State-building and socio-economic progress) and to examine the existence of a correlation between the civil service and development needs;
(iii) to study the capacity of the civil service in relation to the responsibilities and tasks which confront it;
(iv) to examine and assess the role, both old and new, of the civil service;
(v) to critically review the present structure of the civil service and to point out its obvious defects and solutions thereof;
(vi) to review briefly the current concepts and methods of recruitment and to bring out some of their apparent shortcomings and problems in attracting the most meritorious candidates to the civil service;
(vii) to critically review the current concepts and practices pertaining to training and development in the civil service and to highlight some of their obvious limitations and remedies thereof;
(viii) to review the existing procedure in regard to career development and to pinpoint their weaknesses and remedial measures thereof; and finally,
(ix) to critically examine the employer-employee relations affecting conditions of service and the role of the staff associations in improving the performance of the civil service.
In brief, this study is an endeavour to restate the more up-to-date concepts in current public administration theory and practice concerning how to organize a civil service system in order to accelerate the pace of socio-economic development in a developing Indian State - Haryana.

REVIEW OF THE LITERATURE

To understand the present nature, development and contemporary issues in the Civil Service in a Developing Indian State - Haryana, it is useful to look at the literature that appeared on the civil service in India. Details of the history of the civil service in India, especially the Indian Civil Service, are found in the standard books and reports of the period, such as the Cambridge History of India, the Central Structure of the Mughal Empire, Civil Service in India, but good scholarly studies of the early period have begun to appear in recent years such as Asian Bureaucratic Systems, British Bureaucracy in India, the Bureaucracy in India, Evolution of

3. Akshoy Kumar Ghosal, "Civil Service in India under the East India Company" (Calcutta, University of Calcutta, 1944).
Indian Administration and the Civil Service in India. John Kaye, C.H. Philips, L.S.S. O'Malley, E.A.H. Blunt and Philip Woodruff have also dealt with the growth and development of the civil service in India. But they give us a kind of subjective history as they are representatives of the way contemporary officials look at the past.

The public image of the service has been also shaped to a large extent by four of its officials: S.K. Chettur, K.L. Panjabi, E.N. Mangat Rai and Dharam Vira are all retired members of the service for whom the Indian Civil Service was something special. They also present the contemporary

government officer's subjective view of that period. These officials prefer to recall the glamorous aspects rather than the painful ones of the service.

Richard P. Taub, A. R. Tyagi, and N. K. Singhi have made surveys about the problem; their field of study are Orissa, Punjab and Rajasthan respectively. P. V. Rao, Kuldeep Mathur, and Nitish R. De have also dealt with different aspects of the civil service but they are of descriptive nature. In addition, there are a number of books on the bureaucracy and civil service in Haryana. Besides books, there have appeared a number of reports of the Commissions/Committees/Working Groups examining


2. A. R. Tyagi, "The Civil Service in a Developing Society" (Delhi, Sterling, 1969).


5. Kuldeep Mathur, "Bureaucratic Response to Development" (Delhi, National, 1972).


8. See Bibliography under caption Reports.
various aspects of the civil service in India. For example, Report on Personnel Administration by the Administrative Reforms Commission has dealt with several aspects of the civil service such as structure, recruitment, training, promotion, etc. But these Commissions/Committees have not done adequate justice to the subject of civil service from the standpoint of research.

The recent publication 'Asian Civil Services' containing a chapter on the civil service system in India, though a useful article, does not squarely deal with problems that the civil service in Haryana faces in the present context of socio-economic development of the State. In fact, no concrete study has so far been made on the 'Civil Service in a Developing Indian State - Haryana'.

Thus the civil service in a developing Indian State - Haryana has not yet been studied in depth in the face of increasing development needs and tasks. Most of the available literature concerning the civil service has tended to be historical, subjective, legalistic or broadly descriptive in character. Here, an attempt has been made to study the civil service in Haryana scientifically and objectively, based upon case studies rather than on mere observations.

METHODOLOGY AND SOURCES OF DATA

The study is based on the analysis of data, both primary and secondary, gathered from several sources which are as follows:

I. PRIMARY DATA

The primary data was collected through personal interview, detailed discussion, field survey and interview schedule.

(i) Interview Schedule/Questionnaire

Keeping in view the objectives of the study, an interview schedule in the form of questionnaire was designed and administered to 302 I.A.S. and H.C.S. members borne on the cadre of Haryana. The questionnaire, divided into four major sections, was used for the collection of primary data from the members of administrative elite. Through this schedule, it was desired to know their attitudes toward their work.

Since India's independence, the civil service has increased its responsibilities and concurrently changed its status within the community in which it works. The members' response to these changes becomes necessary to comprehend the nature and quality of their work. As Max Weber (1884-1920) has highlighted that members of a bureaucratic civil service must have a high level of esprit de corps if they are to perform their jobs well. Where duties and responsibilities are heavy and where direct control and supervision are less exercised, morale is crucial for understanding the quality of their performance.

1. A copy of the interview schedule is endorsed at Appendix-I. In this connection the Chief Secretary to the Government, Haryana, Civil Secretariat, Chandigarh vide his letter No. 47/43/B1/S issued a circular (copy enclosed at Appendix-IB and IC) to all members of the Indian Administrative Service and Haryana Civil Service (Executive Branch) on the Cadre of Haryana, requesting them to reply to my questionnaire.

Second the questionnaire was also used to know their views on different aspects of the civil service in the State. Third it was intended to know how similar their backgrounds were and to what extent they shared attitudes and views.

In addition to administering a questionnaire to the members of the administrative elite (the list of members was obtained from the Secretariat which was corrected upto May 1, 1981), views were also sought from employees of Class I (Specialist Group), Class II, Class III and Class IV services (15 per cent selected by a random sample from each of the Class I, Class II, Class III and Class IV services) in regard to employer-employee relations and related aspects of the civil service in Haryana (Appendix-ID).

(ii) Personal Interview and Discussion

To get insight into varied practical problems facing the civil servants in various departments, the method of interview and personal discussion were employed. Lively and stimulating discussions were held with the former and present Chief Secretaries to the Government of Haryana, top officials of the Secretariat, Directors of some Departments, Deputy Commissioners and Sub-Divisional Officers of many districts, Secretaries of the Haryana Public Service Commission and the Haryana Subordinate Services Selection Board, Chief Engineers of Public Works and Irrigation Departments, Principals of training institutions, various leaders of Staff Associations, and host of others. I usually approached them about the interview during the office hours and in few cases at their residence. Making dates with them were usually set up through correspondence and telephones.
interview usually lasted from thirty minutes to two hours. Most interviews were held in the absence of spectators. Interviews themselves were friendly, with the respondent becoming informative. However, it may be pointed out that there were a few exceptions also.

(iii) Observation

Observation as a technique of research was widely used in this study to gather information especially relating to employer-employee relations, training and structure of the civil service. For this purpose, the investigator attended a few training institutes, participated in the general meetings of staff associations and visited many government departments to look at their functioning. In addition, the investigator visited some places and institutions where government-assisted programmes and projects were being implemented.

(iv) Case Study

The investigator with a view to gaining insights into the basic problems undertook a comparative analysis of certain case studies relating to the civil service in Haryana which are as follows:

1. Recruitment to the H.C.S. (Executive Branch);
2. Working of the Joint Consultation Machinery at the Haryana Civil Secretariat;
3. Pay Scales of Class IV employees;
4. Qualifications of the Ministerial Staff;
5. Accounts training to civil servants;
6. Career patterns of an I.A.S. Member; and
7. An illustration of an Office Assistant for position qualification.
In addition about 15 annual reports of the Haryana Public Service Commission were studied to diagnose the causes of delays and other quantitative restraints.

2. SECONDARY DATA

The secondary data both quantitative and qualitative were garnered from field offices, Directorates and the Civil Secretariat. The main sources of the secondary data used in this study are the Civil Services Act, Rules and Regulations, Annual Reports of the Government of India and of the State Government on respective departments, Manpower Studies, Evaluation Studies on different aspects issued by the State Planning Department, Debates of the State Legislature, Audit Reports, Reports of the Public Accounts Committee and Estimate Committee of the State Legislature, Statistical Abstracts, Reports of the Pay Commissions and Reports of the Committees/Commissions/Working Groups appointed by the Central and State Governments.

Besides, works of reputed authors, as mentioned in the bibliography, were heavily relied upon. Apart from books and journals throwing light on the civil service, newspapers especially The Tribune and The Indian Express were extensively made good use of with a view to eliciting the requisite information.

LIMITATIONS OF THE STUDY

Some of the major limitations in carrying out this study may also be highlighted here:

1. There was no free access to certain records and documents which, though mostly confidential, were useful for this study. However, allround efforts were made through persuasion, repeated visits and creation of personal acquaintance to get at the relevant information.
2. Names of officials whom the investigator had the benefit of interviewing in connection with this work have not been mentioned in deference to their wishes.

3. Good use has been made of some unpublished instructions and documents issued by the Government from time to time, for obvious reasons relevant footnotes have not been given.

4. The data gathered through questionnaire and field visits could be interpreted in more than one way and could have been faithfully exploited to elicit more information. But due to the limited resources, time and patience, all avenues were not tapped, simple indicators were used and where necessary simple percentages calculated.

5. Every effort was put in to gather up-to-date data but where records were not available, only the latest available information was incorporated. For example, at many places data up to the 31st March 1979 were presented and beyond that period, adequate and appropriate figures were not found.
HARYANA