PART - III
The significant shifts in the functional contents of the civil service have inevitably necessitated a re-examination of the personnel system especially with a view to assessing the kind and degree of support it can lend to the developmentally oriented system of public administration.

All the developmental activities are not of the same type. The first type includes highly discrete operations which are amenable to administrative discipline and control practically at all levels. These activities are clearly identifiable in terms of what to achieve and how. Typical of these are programmes in the fields like industry, mining, power, irrigation, transport etc. In all these areas, the nature of the tasks is concrete and measurable, both in terms of output as well as the organisation for handling them.

The other type of actions involves highly diffused activities where the goals and objectives cannot be accurately measured or quantified. Nor is it possible to bring under organisational discipline and control, all the
persons or groups who determine the ultimate character, success and performance of the programmes. Illustrative of these are activities in the field of agriculture, community development and social welfare etc. Experience has shown that the same type of personnel do not meet the functional requirement of these two different types of activities.\(^1\) whereas the skills required in the first type of activities are largely managerial, the skills required in the second type are much more complex. In addition to these, unlike regulatory administration development demands a system of open exchange and communications between various levels so that in the real sense the gaps covered by hierarchy may be overcome. As development embraces a very wide range of activities, co-ordination between many agencies both official and non-official engaged in allied and complementary tasks are required.\(^2\) All this goes to show that the personnel requirement for developmental

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administration is not entirely the same as that of regulatory administration.

Existing Personnel Policy: The existing personnel policy in Himachal Pradesh is largely similar to that of most of the other areas of the country. There has been no separate personnel policy as such for the tribal areas of Himachal Pradesh. In the matter of recruitment, educational qualification, transfer, etc., it is the same as the general policy of the Pradesh.

Two essential ingredients for the success of a personnel system are: first to gear structures to the functions to be performed and, second, to secure an organisational behaviour that makes these functions attainable. The process of this adaptation is continuous because organisational goals change, and it is necessary to modify the structural and behavioural patterns to suit the new goals and functions.

Recruitment and Training: The recruitment in respect of officers belonging to Class I and II Services is made through the Himachal Pardesh Public Service

Commission on the basis of merit. The appointment of members of Indian Administrative/Police Service and other All India Services is made through Union Public Service Commission. The operational personnel functions are performed by the Department of Personnel of the Government of Himachal Pradesh and the departmental establishment offices. There is no separate recruitment agency for officers to be posted in the tribal areas.

The heart of the personnel administration is essentially the recruitment and selection of civil servants. Recruitment to Himachal Pradesh Administrative Service is made, 50 per cent on merit basis and 50 per cent on the basis of promotion from Revenue, Development and other Subordinate Services. Himachal Pradesh Institute of Public Administration imparts in-service training to the officers so selected and also conducts refresher courses to the officers at various stages of their career.

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Classification: In terms of personnel processes, the classification of the services presents a neat structure in which, services and posts are categorised into four main classes. For various other organisational needs further categorisation is made in terms of gazetted and non-gazetted, ministerial and non-ministerial. Outside these classes and categories are the All India Services. The basis of the present classification is reportedly on the scale of pay.

Pay Among the various aspects of personnel administration, one area that generally provokes a great deal of debate and controversy is that of pay and conditions of service. The pay scale of the officers of the Himachal Pradesh Administrative Service are as follows: 7

Time Scale Rs. 400-30-550-590/750-50-1000/750-1250
Selection Grade Rs. 1300-50-1500

In addition to this, there is a provision for super time scale raising the grade to Rs. 1750/-.  

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7. Refer Himachal Pradesh Rajpatra (Simla, 1971).
Compensation for posting in tribal areas: The conditions of service is governed by Himachal Pradesh Administrative Service Rules. However, the officers, who were allotted from the Delhi, Himachal Pradesh, Andaman and Nicobar Islands Civil Service (DHANICS) are governed by the original rules of that service. In order to compensate for the difficult living conditions in the tribal areas, some compensation has been provided to the officers posted in these areas. The officers posted in tribal areas are eligible for special compensatory allowance as follows:

<table>
<thead>
<tr>
<th>LOCALITY</th>
<th>RATE OF ALLOWANCE</th>
</tr>
</thead>
<tbody>
<tr>
<td>a) Pangi Sub-division of Chamba District.</td>
<td>150 per cent of pay subject to a maximum of Rs.500 per month.</td>
</tr>
<tr>
<td>b) Kinnour District, Bharmour Sub-division of Chamba District, and Lahaul-Spiti District.</td>
<td>125 per cent of pay subject to a maximum of Rs.250 per month in respect of Class III and IV and 100 percent of pay subject to a maximum of Rs.200 per month in respect of others.</td>
</tr>
</tbody>
</table>

Earlier persons who had attained the age of 45 years or would attain this age within the calendar year were normally not posted in the tribal areas but later

Keeping in view the need of posting experienced officers in the tribal areas, the age limit has been relaxed and subject to physical fitness, anybody now can be posted in these areas of Himachal Pradesh. The officers posted in these areas are normally to be transferred after completion of two years of service in these areas unless one chooses to stay back. The officers who have worked in these areas for more than two years are to be given the choice station for next posting. Earlier employees posted in these areas were not required to wait for their substitutes to join but now this practice has been stopped. Moreover, a person on promotion, if posted to these areas, does not join, he has to forego his promotion.

Conduct and Discipline: On matters pertaining to the conduct of civil servant the Civil Service Conduct Rules provide for very impressive guidelines. Rules and regulations designed to keep the standards of civil service ethics are also quite detailed. Vigilance Department of the State Government is incharge of enforcing these.

There is an association of the Himachal Pradesh Administrative Service Officers. Similar associations exist in respect of other services as well.

This in brief gives an idea of the existing personnel system in the Pradesh.

Environmental Context and Its Implications on Personnel Policies

Before the personnel problems in the tribal areas of Sharmour and Pangi Sub-divisions are considered, a brief idea about the implications of the environmental context on the personnel system in the tribal areas would be necessary.

Personnel system is the instrument of public administration of the State. This system comes in contact with the individual citizen through individuals who are the members of the system itself. The succession of linkages from 'individual' to 'environment' and 'individual' to 'system' can be represented as follow:

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individual → environmental context → organised State → personnel system → individual

The first concrete manifestation of the environmental context is the time spirit prevailing in the community. Time spirit is the first stage in approaching the personnel system from the 'environmental' end. The socio-economic situation is the second stage followed by the political and administrative system. The successive linkages are as follows:  

Environment \rightarrow Time Spirit \rightarrow Socio Economic Situation \rightarrow Political System \rightarrow Administrative System \rightarrow Personnel

While proceeding from the other direction to trace the stages from the 'personnel system' end to the individual, two elements can be seen, viz., (a) the personnel structure, and (b) the human element. These two elements are further connected by another element 'personnel technique'. The characteristics of the 'human element' are determined by the group of individuals who man the personnel system. Though the personnel structure is a function of the administrative system, the administrative system itself is likely to be influenced by the personnel structure. The 'environment - personal' interaction chain can be represented schematically as follows:

11. B.D. Sharma, op.cit, p.28.
Thus a continuous relationship starting from the environmental context through the personnel system to the human elements can be found.

All interactions in a community, operate through individuals who may be members of two sub-groups. Each member of a sub-group has at least two roles - one as a member of the sub-group and another as a member of the larger community. The interaction between the
individual in his role as a part of the personnel structure and an individual as a citizen so far as he comes in contact with the administration is relevant here. It is the mores of internalised behaviour pattern within a community which largely define the quality of interaction between any two groups. Another important determinant of the quality of interaction between the environment and the personnel system is the role perspective of the individual himself.

Two important criteria decide the character of the personnel system: (a) initial recruitment, and (b) turnover. The composition of the personnel system is a function of three elements viz. (i) the socio-economic situation (ii) the administrative structure, and (iii) the personnel techniques. The personnel system in itself is not also a single homogeneous entity. The composition of different sub-groups within the same personnel system may be entirely different. Broadly, three groups can be identified as follows:

INNER COMPOSITION OF PERSONNEL SUB-SYSTEM
IN DIFFERENT REGIONS
TYPE "A"

PERSONNEL SUB-SYSTEM

H

M

SEMI-UrBAN RURAL-STREAM

L

TYPE 'A': - METROPOLITAN REGIONS
Type 'A': The entire civil service is drawn from a wide social spectrum. The area of informal contact is universal and co-extensive with the system itself. The civil service in the urban, particularly metropolitan areas approximate to this.

Type 'B': A part of the civil service (or the higher sub-group) is drawn from a higher strata of the society and has a limited turnover. Other sub-groups are drawn from a wider cross section and the turnover is large. In this case, the area of informal contact of the civil service system with society is less than 'A'. This corresponds to semi-urban and advanced rural regions.

Type 'C': The whole civil service is drawn from a limited cross section of the society and there is limited turnover after initial recruitment. Or, the initial recruitment may be from a wider spectrum but afterwards there is purposive insulation. There is practically no area of informal contact between the personnel system and the society. This corresponds to extremely backward regions like Bhamour and Pangi Sub-divisions.

Thus, the interaction between the personnel system which has been devised for the country as a whole and the 'environment' which differs from place to place within the Pradesh will not be the same. In the metropolis, the personnel system and the society is generally on terms of equality. In the semi-urban and advanced rural areas
INNER COMPOSITION OF PERSONNEL SUB-SYSTEM
IN DIFFERENT REGIONS
TYPE "B"

URBAN STREAM

PERSONNEL SUB-SYSTEM

RURAL STREAM

TYPE-B: SEMI URBAN REGIONS
the interaction between the local environment and the personnel system exhibits some egalitarian traits as well as some remnants of the feudalistic or colonial traditions. In the tribal regions, like Bharmour and Pangi Sub-divisions, the personnel structure is largely alien to the local community and, in a way, may be replica of the old feudal system. Even the lowest member of the personnel system may consider himself superior to the highest in the local community and take pride in not belonging to it. Thus the civil service personnel who are selected on the basis of merit and who are not specially selected and trained for development administration particularly so in the tribal areas like that in Bharmour and Pangi Sub-divisions, are likely to be considered as aliens there.

In the developed areas, it is the 'environment' which perhaps influences and moulds the quality of interaction with the personnel system. In the backward regions the environmental influence on the personnel system gradually decreases and finally becomes insignificant. In the extremely backward regions, like those in Bharmour and Pangi Sub-divisions the administration has a positive role of changing the environment itself, initiating
INNER COMPOSITION OF PERSONNEL SUB-SYSTEM IN DIFFERENT REGIONS
TYPE-'C'

'U' - URBAN STREAM

'P' - PERSONNEL SUB-SYSTEM

'C' - EXTREMELY BACKWARD REGIONS
innovative activity and helping the local community in its socio-economic development.  

**Personnel Problems:** With this background of existing personnel policy in the Pradesh and its interaction in tribal areas of Bharmour and Pangi, we may examine the personnel problems in these two Sub-divisions.

The main problems of personnel administration in the tribal Sub-divisions of Bharmour and Pangi are:
(a) The areas lack social services like education, and health. This entails an extra financial burden on all categories of personnel posted in these areas; (b) Many parts of Bharmour and Pangi Sub-divisions are still unhealthy which adversely affects the personnel; (c) The communication facilities are not well developed requiring individuals to walk a long distance to reach the bus stop; (d) Housing facilities are conspicuous by their absence in the two Sub-divisions; (e) Working in these areas is considered to have a low prestige value; (f) Staff absenteeism.

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RELATIVE POSITION OF THE PERSONNEL
SUB GROUPS IN THE COMMUNITY

TYPE-'A'
METROPOLITAN
REGIONS

TYPE-'B'
SEMI URBAN & ADVANCED
RURAL REGIONS

TYPE-'C'
EXTREMELY BACKWARD
REGIONS
Due to these problems no one is interested to be posted there. In case anyone is sent to the tribal areas of Shamour or Pangi Sub-divisions he considers it as a punishment posting and do not work. This dissatisfied agent of development and change, instead of accelerating the pace of development impedes it. The other aspect of it is that in case one is sent to these Sub-divisions, particularly in Pangi Sub-division, he is often forgotten. This is particularly so in the case of personnel belonging to Class III services. Posting of local persons do not solve the problem entirely as they become more interested in their household works and absenteeism, becomes quite rampant.

The personnel in the tribal areas can be grouped into three categories: (1) Personnel at higher level, generally belonging to All India Services or Higher State Services (2) Personnel at the District level belonging to State Services or junior levels in All India Services and (3) Personnel in local cadres.

The problem in each category calls for a different solution. In the case of higher level positions, the remedy probably lies in raising the stature of all posts concerned with tribal development. In the case of
personnel of the middle category there may be some compensations by merely recognising postings in the tribal areas though monetary incentives will still be necessary. The non-monetary incentive cannot really work at the lower level. The monetary incentive may be determined depending on: (i) the general backwardness of the area, (ii) health condition of the area, (iii) distance of headquarter from the area, (iv) availability of social facilities, (v) altitude of the area, etc. Besides these monetary incentive, some other incentives like reservation of seats in academic institutions, special casual leave, accelerated promotions etc. may also be thought of for attracting interested and dedicated persons to work in the tribal areas.

At present, the requisite qualifications for the recruitment of posts in the tribal areas are same as that of the other areas. Though in respect of Class X and Class XX posts, it might be at par with the general conditions, relaxations in case of Class XXX and Class XV personnel may be thought of.

The appointments to Class I and Class II posts in these areas are being made on merit principle through the Public Service Commission. From the point of the needs of development administration, the support expected of this part of personnel system is in terms of establishing reliable criterion for selection, discovering and attracting talent, conducting speedy recruitment and selection and development of a roster of eligible persons from which to choose the necessary personnel. Thus the operating personnel machinery must have its primary focus on its utility as a tool of management for the achievement of programme objectives. From this angle, the present operations do not seem to exploit the significant role these personnel functions can play in the Indian administrative system.

The primary problems in the staffing system lie in the areas of identifying personnel qualities and skills necessary for developmental administration, to induce and attract such personnel to compete for government service, and finally to devise selection methods of a high degree

of reliability. It appears that all these points are not being considered while posting key personnel, like Project Officers, in these areas. Out of the six Project Officers posted in the three project during 1976-78, two were direct recruits and four promoted officers. Both the direct recruits had postgraduate qualifications. One of them had a postgraduate degree in public administration. Their earlier assignments were regulatory administration and one of them had been incharge of more than one Sub-division. In case of promoted officers, three worked as Block Development Officers and one as a Revenue Officer. Out of the six officers posted as Project Officers, only one direct recruit was of six years seniority in Class I and the others had experience of about a year or so in Class I service. Among the promoted officers, they were promoted to Himachal Administrative Service since 1974 or so. Two of the officers who were trained in Project Implementation, Monitoring, Evaluation and Planning Processes, etc. were transferred soon after the training.

Lack of clear-cut specifications of personnel requirements in terms of skills and personality traits have made the selection methods in-effective towards greater
A similar discrepancy is also visible in the promotional practices. The seniority based promotions have removed a powerful driving force towards superior performance. It is, therefore, important to devise a rational system of promotions which will effectively discriminate between the civil servants who demonstrate capacity to serve developmental needs and others who do not.21

From the long range needs of development administration, training needs immediate and closer scrutiny since it provides one of the most promising method of adopting civil servants to current administrative requirements. However, such training must necessarily be selective both in terms of clientele and substantive context.22 Training in tribal culture and dialect for the officers posted in the tribal areas needs consideration. At present no training of local tribes and their culture etc. is being imparted in the Himachal Pradesh Institute of Public Administration. A tribal research wing, therefore, may be started in the Himachal Pradesh Institute of Public Administration.

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21. Also refer B.C. Muthayya and K. Gnanakannan, Development Personnel: A Psycho-Social Study Across Three States in India (Hyderabad, 1973).

22. Also refer Andrew F. Sikila, Personnel Administration and Human Resources Management (New York, 1976).
Administration to facilitate training on tribal development and culture.

Development activities require knowledge of economics, public administration, management techniques, etc. For tribal areas, knowledge of anthropology besides the local dialect is equally necessary. Hence the development personnel posted in these areas should either have the requisite knowledge or should be properly trained before posting in these areas. Officers posted in the tribal areas may be encouraged to learn the local dialect. At present, no such thing is being done and same personnel are being used sometimes for regulatory administration and sometimes for development administration. To add to the problem, on many an occasions personnel have been sent to these areas as a punishment in the name of attending to development administration.

It thus appears that the process of adaptation of the personnel system to its changed role has been slow and inadequate. The institutional framework of personnel administration do not appear responsive to the positive quest of development administration. The present system not only indicates insensitivity to the demands and
requirements of its new role but also displays many dysfunctional tendencies. At least, in part some of the failings of the personnel system can be ascribed to the inadequacies of the general administrative system itself because of its inability to specify the exact role of the personnel system in the developmental setting. However, the important point is also that where the demands have been fairly specific, the personnel system has not been able to deliver a satisfactory response to the challenge. Every response has been conceived within the traditional framework and standards which have insufficient orientation towards achievement of development goals and objectives.