CHAPTER - III

ORGANISATION
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Organisation

Organisation is the framework facilitating optimum and proper utilisation of men, material and money for the achievement of predetermined objectives. It is formed when certain goals are to be achieved by the individuals who have to come together to share the work with an understanding over a period of time. The earliest form of an organisation is the family and over the period of time other forms of organisation have also gradually come up.

The term organisation has been viewed differently by different authors. Gladden defines organisation as the pattern of relationship between the persons in an enterprise so contrived as to fulfil the enterprise's functions.¹ Louis Allen looks at formal organisation as a system of well defined jobs, each bearing a definite measure of authority, responsibility and accountability, while consciously designed to enable the people of the enterprise to work most effectively together in accomplishing their objective². The formal organisation enables designing of an organisation, identification of various levels of decision making, allocation of duties and responsibilities and ensuring smooth performance. In the words of Gaus "It is the arrangement of personnel for facilitating the accomplishment of some concrete purpose through the allocation of functions and responsibilities. It is the relating of efforts and capacities

of individuals and groups engaged upon a common task in such a way as to secure the desired objective with least friction and the most satisfaction for whom the task is done and those engaged in the enterprise. "3 Organisation is the systematic bringing together of interdependent parts to form a unified whole through which authority, coordination and control may be exercised to achieve a given purpose. Because the interdependent parts are made up also of people who must be directed and motivated, and whose work must be coordinated in order to achieve the objectives of the enterprise, organisation is both structure and human beings .......... To try to deal with organisation merely as framework and without considering the people who make it up and those for whom its services are intended would be wholly unrealistic."4

It is thus clear from these definitions that an organisation comprises structure, working arrangement among the people who work together and their relationships. Depending upon the nature of relationship, an organisation could be simple or complex. Organisation also categorised as formal and informal depending upon the significance attached to the structure or the human side of the enterprise.

Designing a sound organisational structure by an enterprise, a department or an institution is the hallmark to achieve productivity and efficiency in terms of predetermined goals and objectives. Organising involves establishment of an internal structure of roles through determination of activities to achieve the goals. It is the most important decision to be taken by the top management and with rapidly changing technological and administrative requirements, it needs a continual evaluation. The structure must be able to withstand the test of important principles such as hierarchy, division of work, delegation, authority and responsibility, unity of command and span of control etc. An organisational analysis can show whether a particular organisation is complying with these principles or not.


7. An organisational analysis is broadly described as a technique of breaking up into its constituent parts-the structure of functions, duties and inter-relationship involved in an activity directed towards a common goal. Activity lists, duty lists, organisational charts, manuals, check lists, work distribution charts and job description are its basic tools.
General Body :

The organisational structure of the Harcofed reveals that on the top, there is a general body, board of directors, sub-committees providing leadership for converting the programme inputs into outputs. The supreme body of the Harcofed known as General Body comprises one representative of each member cooperative society, all persons nominated by the Government on the Board of Directors and the Registrar Cooperative Societies or his nominee.

Meetings of the general body are required to be convened at least once a year by the chief executive under the directions of the board of directors by giving 15 day’s notice specifying the date, place, time and agenda to be discussed. The quorum for the meeting is 1/3rd of the members or 30 whichever is less. If at the hour fixed for the meeting the quorum is incomplete, the chairman can postpone the meeting to a future date when the business could be transacted with the number of members present.

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8. Chart No. II
9. For membership of Harcofed, refer to Table 2.4
10. Bye-law 16
11. Bye-law 17
12. Bye-law 18
13. Bye-law 18
An extraordinary meeting can also be convened if the requisition for such a meeting signed by not less than 1/4th of members is received by the board of directors. If on the receipt of the requisition, the board of directors fails to do so within a reasonable time, the signatories to the requisition can refer the matter to the Registrar who may if he thinks fit, summon the general body meeting. However, there are no instances of postponing the general body meeting because of lack of quorum or calling an extraordinary meeting at the request of the members of the board of directors with or without RCS's intervention. All the decisions are taken by the majority vote of the members present and the chairman enjoys the casting vote. The frequency and attendance at such meetings over the last decade could be perused from Table 3.1.

Table 3.1
Attendance in General Body Meetings

<table>
<thead>
<tr>
<th>Year</th>
<th>Date of meeting</th>
<th>Members</th>
<th>% of attendance</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Total</td>
<td>Present</td>
</tr>
<tr>
<td>1975-76</td>
<td>31.3.1975</td>
<td>78</td>
<td>-</td>
</tr>
<tr>
<td>1985-86</td>
<td>21.3.1986</td>
<td>143</td>
<td>48</td>
</tr>
<tr>
<td>1987-88</td>
<td>30.4.1988</td>
<td>1129</td>
<td>81</td>
</tr>
<tr>
<td>1989-90</td>
<td>25.10.1989</td>
<td>1391</td>
<td>51</td>
</tr>
<tr>
<td>1990-91</td>
<td>24.8.1990</td>
<td>1441</td>
<td>76</td>
</tr>
</tbody>
</table>

Source: Data compiled from Proceedings of annual General Body meetings of Harcofed.

14. Bye-law 20
15. For details see Chart No. III supra.
Data reveal that no meeting was held during 1976-77 to 1984-85, 1986-87 and 1988-89. This phenomenon was not only against the provisions of the bye-laws but also vitiated the interests of the Harcofed. The reasons for not holding meetings were neither available from records nor the delegates came forward with plausible arguments. The attendance at the meetings was barely 4 to 34 per cent and that too with a diminishing trend especially in the wake of increasing membership was not a healthy sign of democratic management. The General Body generally met for an hour or so to dispose of the agenda as is clear from Table 3.2.

Table 3.2

<table>
<thead>
<tr>
<th>Date of Total Meeting items</th>
<th>Frequency of disposal of business relating to</th>
</tr>
</thead>
<tbody>
<tr>
<td>Date of meeting</td>
<td>Administrative matters</td>
</tr>
<tr>
<td>------------------</td>
<td>-----------------------</td>
</tr>
<tr>
<td>21.3.86</td>
<td>3</td>
</tr>
<tr>
<td>30.4.88</td>
<td>3</td>
</tr>
<tr>
<td>25.10.89</td>
<td>3</td>
</tr>
<tr>
<td>24.8.90</td>
<td>5</td>
</tr>
</tbody>
</table>

Source: Data compiled from Proceedings of annual General Body meetings of Harcofed.

An appraisal of the minutes of the proceedings of the General Body and discussions with a number of delegates and the management suggest that meetings had been held just to comply with the statutory requirements. Participation at the meetings
was negligible as is evident from the attendance\textsuperscript{16} at various meetings of the General Body. Though the General Body is the supreme authority in regard to the affairs of Harcofed yet only the items reserved for its consideration by the Board of Directors found place in its agenda. A perusal of the agenda for its meetings held from 1975 till 31.3.1991 indicates that only the audited balance sheets, annual reports and the matters envisaging amendment of Bye-laws of Harcofed were placed before it. Interestingly, not a single instance was available whereby an agenda item had either been rejected or referred back to the Board.

**Board of Directors:**

The well being of any organisation, including a cooperative, is dependent on the team work of a devoted, competent and efficient board. Without suitable men at the highest level of management, the governing board or the Board of Directors, the likelihood of success is very little\textsuperscript{17}. The Board of Directors\textsuperscript{18} consists of elected representatives of members.

The composition of the Board has a direct bearing on the smooth and efficient working of the organisation. The Boards can be classified as functional, policy-making and mixed. Harcofed

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\textsuperscript{16} For attendance refer to Table 3.1

\textsuperscript{17} Gorwala, A.D., *Report on the Efficient Conduct of State Enterprise*, Delhi, 1951, p.19

\textsuperscript{18} The authority to Board is delegated to it by the General body in terms of proviso to Section 25(1) of the Haryana Cooperative Societies Act, 1984 which envisages constitution of smaller elected body- Board of Directors. Further Bye-law 22 also provides for such a body.
has a policy-making board. It consists of the members (except the chief executive) both elected and nominated on the basis of their experience, wisdom, integrity and proven capability. The role of such a Board is supervisory in nature, mainly concentrating on general policy. Drucker is in favour of this Board because the members can view the organisation as a whole rather than get engrossed in minor details. However, in this type of board, the persons at the helm of policy-making are not responsible for its implementation and hence an inherent danger of unrealistic policy being formulated. In the Harcofed, constitution of the Board is provided under bye-laws as:

a) 3 nominees of Apex Institutions in alphabetical order; 
b) 3 directors to be elected from Central societies;  
c) 3 directors to be elected from Primary societies; 
d) Registrar, Cooperative Societies Haryana or his nominee;  
e) Chief executive of the Harcofed; and 
f) 3 Government nominees.

Members of the Board work in an honorary capacity. They are, however, paid sitting fee of Rs. 60/- per day besides travel expenses for attending various meetings. It


20. Bye-law 22

21. For names of Apex Federations see Appendix J

22. According to Section 29 Government may nominate not more than three member or one third of total members whichever is less, where it has subscribed to share capital of the society or guaranteed any loan along with interest.
was from the year 1978\(^{23}\) that, to promote political patronage, the State Government decided to allow honorarium to Chairmen/Administrators in cooperative organisations besides other facilities like accommodation, telephone, Car\(^{24}\) etc. The aforesaid decision is not judicious, being contrary to the established cooperative principles\(^{25}\). Therefore, it needs to be rescinded forthwith for an effective and efficient management.

Qualifications & Tenure of Members of the Board:

There are no specific qualifications\(^{26}\) laid down for the appointment of members of the Board. The Act, however, envisages certain restrictions in certain situations like below 21 years of age, and conviction by a Court, dishonesty or moral turpitude during the preceding five years, insolvency, unsoundness of mind, being relative of any employee of Harcofed and a representative of a defaulter society in respect of annual subscription or contribution to the education fund\(^{27}\). Further, a member cannot represent on more than two primary societies, one Central Society and one apex society\(^{28}\). A member ceases to hold office on

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24. Chairman of Harcofed is paid an honorarium of Rs. 3000/-pm plus furnished accommodation or Rs.3000/-pm as House Rent besides an official car.

25. For cooperative principles refer to Appendix G

26. Section 28 and 131(2)(xii), Rule 27 & 28 and Bye-law 24

27. Bye-law 23

28. Section 28(6). This provision is however not applicable to members nominated under Section 29(1)
resignation, failure to attend three consecutive meetings without sufficient reasons, ceasing to be the representative of the society he represents and/or if he or his society was/is a defaulter in payment to any cooperative society for a period of three months from the date on which the payment fell due\(^\text{29}\).

In countries like England and USA Boards are appointed for a term varying from three months to three years while in Denmark, the Director's tenure is two years. The tenure of Board for three years\(^\text{30}\) from the date of election/nomination in Harcofed facilitates infusion of fresh blood to contribute their mite in policy-making and save the Board from acquiring a monotonous and autocratic character.

Functions:

The Board performs a variety of functions. Evolution of measures to watch the progress of the organisation in accordance with the objectives is one of its major functions. In particular it has powers\(^\text{31}\) regarding appointment of sub-committees for specific assignments, giving directions to the Managing Director for convening meetings of the General Body and items to be placed before it; determination of conditions of service of employees and delegating powers to the Chairman/Managing Director.

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29. Bye-law 23

30. Section 28(4). The tenure was reduced to three years from five years by an amendment of 1987.

31. Bye-law 28. For details refer to Appendix M.
The Board has also to confirm the matters relating to acceptance of recommendations of its committee or sub-committee as well as approval of certain actions of the chief executive in terms of powers delegated to him. The Board is ultimately responsible for the supervision of affairs of the Harcofed i.e. the functions relating to regular review of management programmes, reports and so on. In sum, it can be said that the Board makes decisions, confirms, counsels and reviews as well. But, at the same time, it is to be noted that decision-making is not to be confined to the overall formulation of policy but it is concerned with the process of decision and action below.

Nature & Size:

The next issue arises as to what should be the optimum size of a Board. Various studies indicate that it ought to range from as few as 3 to well over 20, most Boards had from 7 to 15 directors with a medium size of 11. The Board of Directors of

33. Baken, John C., Directors and their Function Boston Division of Research, Graduate School of Business Administration, Harvard University, 1945, pp.16,17
Harcofed comprises 12 members. The actual position during the decade has, however, been depicted in Table 3.3.

Table 3.3

<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>Nature/Period</th>
<th>Directors</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Elected</td>
<td>Nominees</td>
</tr>
<tr>
<td>Sr. No.</td>
<td>Elected</td>
<td>of apex Bodies</td>
</tr>
<tr>
<td>---------</td>
<td>--------------------------------</td>
<td>-----------</td>
</tr>
<tr>
<td>1.</td>
<td>First elected</td>
<td></td>
</tr>
<tr>
<td></td>
<td>(24.04.80 to 14.04.82) 5</td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td>Second Elected</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>(15.04.82 to 14.12.82) 6</td>
<td></td>
</tr>
<tr>
<td>3.</td>
<td>Nominated</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>(15.12.82 to 30.06.83) -</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>(01.07.83 to 08.08.85) -</td>
<td></td>
</tr>
<tr>
<td>4.</td>
<td>Elected</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>(10.08.85 to 28.07.86) 6</td>
<td></td>
</tr>
<tr>
<td></td>
<td>(29.07.86 to 15.01.90) 6</td>
<td>1</td>
</tr>
<tr>
<td>5.</td>
<td>Nominated</td>
<td></td>
</tr>
<tr>
<td></td>
<td>(16.01.90 to 31.03.90) 37°</td>
<td></td>
</tr>
<tr>
<td></td>
<td>(01.04.90 to 31.03.91)°</td>
<td></td>
</tr>
</tbody>
</table>

Source: Data compiled from official records of Harcofed.

The total number of members of the Board as the data in Table 3.3 reveal, varied as high as 13 and as low as four during the period under review.

The Boards of Harcofed have never been constituted as prescribed under the Bye-laws except for a brief spell of eight months. Representation has never met the requirement as is evident from the data in Table 3.3. Member’s affiliation to the

36. Bye-law 22

37. The Board worked up to 23.4.91 after which a elected board took over.
ruling party had a great bearing on the functioning of the Board. In one of the studies undertaken by one of the faculty members of the VMNICM, Pune, it was observed that most of leaders felt that not only affiliation but an active participation in affairs of the ruling party was a necessary requirement of achieving the cooperative leadership. Members of the Board are to hold office for a period three years from the date of election, but this rule was seldom observed. The Janta Party-turned-Congress Government remained in power from 28.6.79 to 5.6.86 and during this period the Board was changed thrice. The elections were held in 1980 and 1982 but the directors of these Boards held office for a period of two years and eight months respectively. Non-affiliation of elected directors to the ruling party led to the supersession of the Board in 1982, thus paving the way for a nominated Board comprising four members with a person holding allegiance to the party (MLA) as the chairman. Members of this first nominated board held office for a period of $\frac{2}{4}$ years. Only the members of the third elected Board held office for a period of about $\frac{4}{2}$ years. It could thus be seen that except the Board constituted on 10.8.85 none was allowed to complete its usual term. Such frequent changes did affect the working of the organisation.


39. Till 1987, the tenure prescribed was five years as per provisions of Section 28(4).
It is also evident from the data in Table 3.3 that in all the elected Boards Government nomination was not less than 30 per cent in any case, whereas the Model Cooperatives Act, 1991, does not envisage any such powers to the RCS. The nominated members were highly placed persons in their own vocations and, and were also on the Boards of other organisations. Government officials on the Board functioned as representatives of the agencies headed by them and there was a change in the Board whenever they were transferred from these agencies.

The widespread officialisation of cooperatives making them totally government controlled organisations has defeated the objective of self-governance and federalism in cooperatives. Politicisation of cooperatives has all the more caused greater damage to the system. Referring to the need for depoliticisation, the then Prime Minister, Pandit Jawahar Lal Nehru, during his address at the Sixth Cooperative Congress spoke of the "widespread feeling that cooperators in India were too much mixed up with politics". It needs to be recognised that the membership of cooperatives cannot be totally insulated against their political persuasions but what needed to be guarded against is that decisions concerning the conduct of business are

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40. Nominated members included Director, Public Relations: Controller, Printing & Stationery and an officer from the Finance Department.

41. Section 29 of Model Cooperatives Act, 1991

42. As is evident from the Govt. control over the cooperatives. For Details refer to Appendix N.
not taken on political considerations\textsuperscript{43}. The temptation to use cooperatives as instruments for promoting political interest should be objected to as it spelled out danger to smooth functioning of cooperatives and their main objective.

**Procedure of Working:**

Meetings of the Board of Harcofed are conducted according to rules of procedure provided in the Bye-laws. These are presided over by the Chairman and, in his absence a temporary chairman elected from amongst the directors present. One third members constitute the quorum. The agenda has to be sent at least fifteen days before the date of the meeting\textsuperscript{44}. Every member has one vote. All decisions are taken by the majority vote. Meetings\textsuperscript{45} are convened by the chief executive - being the convenor.

**Member's tenure vis-a-vis Board:**

The nature of tenure of members of different Boards could be perused from Table 3.4.

\textsuperscript{43} Reserve Bank of India, Report of Agricultural Credit Review Committee (Khusro Committee), Bombay 1989, p. 182.

\textsuperscript{44} Bye-law 28

\textsuperscript{45} i) According to provisions of Section 26(1) read with Rule 22 a society could call such a meeting or it has to be called within one month after receipt of requisition from the Registrar or from the members.

ii) It is mandatory for the chief executive to call the meeting of the Board, in view of Bye-law 28.
Table 3.4

<table>
<thead>
<tr>
<th>Nature of Board</th>
<th>Newly elected directors</th>
<th>Re-elected directors</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Elected</td>
<td>7</td>
<td>-</td>
<td>7</td>
</tr>
<tr>
<td>Elected</td>
<td>8</td>
<td>5</td>
<td>13</td>
</tr>
<tr>
<td>Nominated</td>
<td>5</td>
<td>-</td>
<td>5</td>
</tr>
<tr>
<td>Elected</td>
<td>7</td>
<td>4</td>
<td>11</td>
</tr>
<tr>
<td>Nominated</td>
<td>5</td>
<td>-</td>
<td>5</td>
</tr>
</tbody>
</table>

Source: Data compiled from official records of Harcofed.

Data reveal that 9 (22%) directors, who were politically inclined and were towards the ruling party, were elected time and again from the Primary and Central societies. The data also indicate that the remaining members on the elected boards were either from apex institutions or were the Government nominees in one way or the other.

There has been a trend of continued and long tenures of directors as is evident from Table 3.5.

Table 3.5

<table>
<thead>
<tr>
<th>Tenure of Office</th>
<th>Number of Members</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>0 - 1 years</td>
<td>3</td>
<td>18</td>
</tr>
<tr>
<td>1 - 3 years</td>
<td>5</td>
<td>29</td>
</tr>
<tr>
<td>3 - 6 years</td>
<td>7</td>
<td>41</td>
</tr>
<tr>
<td>6 years and above</td>
<td>2</td>
<td>12</td>
</tr>
</tbody>
</table>

Source: Data compiled from official records of Harcofed.

41 per cent directors remained in office for a period ranging between 3 to 6 years while 12 per cent continued for a period
beyond 6 years which is not a healthy trend and needs to be discouraged by enlightening members of the Harcofed unless the persons elected are of exceptionally high merit. The data also show that the director's continuance to hold office for longer durations also led to concentration of powers in cooperatives in a fewer hands.

**Frequency of Meeting and Business Transacted:**

The Board has been meeting frequently as is evident from Chart No. II. Business transacted along with the number of meetings each year is contained in Table 3.6

<table>
<thead>
<tr>
<th>Years</th>
<th>Number of meetings</th>
<th>As per agenda</th>
<th>Additional</th>
<th>Total</th>
<th>Postponed</th>
<th>Dropped</th>
<th>Rejected</th>
</tr>
</thead>
<tbody>
<tr>
<td>1980-81</td>
<td>7</td>
<td>74</td>
<td>4</td>
<td>78</td>
<td>5</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>1981-82</td>
<td>6</td>
<td>61</td>
<td>2</td>
<td>63</td>
<td>5</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1982-83</td>
<td>5</td>
<td>48</td>
<td>4</td>
<td>52</td>
<td>1</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1983-84</td>
<td>5</td>
<td>36</td>
<td>-</td>
<td>36</td>
<td>5</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1984-85</td>
<td>6</td>
<td>36</td>
<td>1</td>
<td>37</td>
<td>4</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>1985-86</td>
<td>3</td>
<td>48</td>
<td>3</td>
<td>51</td>
<td>3</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1986-87</td>
<td>5</td>
<td>50</td>
<td>4</td>
<td>54</td>
<td>2</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1987-88</td>
<td>3</td>
<td>51</td>
<td>1</td>
<td>52</td>
<td>3</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1988-89</td>
<td>3</td>
<td>42</td>
<td>-</td>
<td>42</td>
<td>6</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>1989-90</td>
<td>4</td>
<td>51</td>
<td>3</td>
<td>54</td>
<td>3</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1990-91</td>
<td>4</td>
<td>39</td>
<td>1</td>
<td>40</td>
<td>-</td>
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<td>-</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>51</strong></td>
<td><strong>536</strong></td>
<td><strong>23</strong></td>
<td><strong>559</strong></td>
<td><strong>37</strong></td>
<td><strong>2</strong></td>
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</table>

Source: Data compiled from official record of Harcofed.
Chart No. II

<table>
<thead>
<tr>
<th></th>
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<tbody>
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<td>December</td>
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<tr>
<td>August</td>
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<tr>
<td>July</td>
<td></td>
<td></td>
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</tbody>
</table>

* Meeting of the General Body  
• Meeting of the Board of Directors
On an average, 3–5 meetings were held annually. In fact convening of 3 meetings in one year was contrary to the spirit of the Model Cooperative Societies Act which enjoins that there should not be a gap of more than three months in the successive meeting. The data further reveal that, in all, 559 items were discussed in 49 meetings as two of the meetings were postponed. It implies that on an average eleven items were discussed in each meeting. 93 per cent items were approved by the Board while discussion on 7 per cent postponed and barely 1 per cent dropped and rejected. Very low percentage of items rejected or dropped and the additional items taken for discussion shows that the Board just acquiesced to the proposals put forth by the chief executive. It could, thus, be inferred that the Board has not been performing its legitimate function of policy-formulation in its right earnest.

Attendance:

The attendance in the board's meetings during the decade is given in Table 3.7

<table>
<thead>
<tr>
<th>Percentage of members attending the meeting</th>
<th>Number of meetings(%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Up to 40 %</td>
<td>Nil</td>
</tr>
<tr>
<td>40 to 60 %</td>
<td>7(14)</td>
</tr>
<tr>
<td>61 to 80 %</td>
<td>9(18)</td>
</tr>
<tr>
<td>81 to 99 %</td>
<td>14(29)</td>
</tr>
<tr>
<td>Cent Per cent</td>
<td>19(39)</td>
</tr>
<tr>
<td></td>
<td>49*(100)</td>
</tr>
</tbody>
</table>

*Excludes two of the postponed meetings

Source: Data compiled from official recordSof Harcofed.

46. For details refer to Appendix N.
In 39 per cent meetings attendance was cent per cent while in another 29 per cent meetings, it varied between 81 per cent to 99 per cent. Thus, the attendance record of members was fairly good. The reasons for such a state of affairs, as discussed with a number ex-chief executives, chairmen and leaders of the employees' unions are that the members attended meetings mainly for TA/DA, personal work at the headquarters as well as to please their overlords for transfers/promotions/disciplinary matters etc.

Committees:

The committees are an effective part of the system to aid and advise the Board on various issues. These are recognised as belonging to the formal structure. A committee is a body of a persons entrusted with the accomplishment of a specific task in corporate capacity. According to Brech, a committee is a body which has a formal constitution and normal proceedings and which will meet on a regular or periodical basis. Koontz and Donnel view it as a group of persons to whom, as a group, some matters is committed.

In Harcofed, Bye-laws do not provide for statutory committees. Instead, sub-committees could be formed by associating eminent persons other than the members of the board for its effective functioning. These committees, being ad hoc


50. Bye-law 28(1) read with Bye-law 31
in nature, have a variety of functions to perform – advisory, informational and decision-making.

The Administration sub-committee constituted, in October, 1980, functioned till August 1982 and devoted itself to the revision of pay scales and service conditions of personnel. The committee had 13 sittings, deliberated 78 items out of which only one item was rejected. Similarly, Business sub-committee focused on the purchase of raw material of the Press. It held 16 meetings and took decision on 85 items. It was after a gap of over 3 years that another sub-committee was appointed in 1985 for awarding prizes to the best of articles brought out by the Haryana Sahkari Parkash - a house journal of Harcofed.

Strangely, these committees were constituted mainly during the tenure of the first elected board. During discussions with some of the former directors no plausible arguments were available for not constituting these committees by the successive boards of directors.

Committees are the backbone of any administrative system. These ought to be constituted by every successive board including even outside experts as special invitees so that the members in their collective wisdom can take mature policy-decisions without any delay and bias.

Chief Executive:

The success of an enterprise hinges upon the abilities of its executive\textsuperscript{52}. He is the person operationally in charge of running the show, the actual accent being on the 'executive' element\textsuperscript{53}. The Managing Director is the chief executive officer at the top of the administrative hierarchy in Harcofed. He is to be appointed by Harcofed subject to the approval of the Registrar, Cooperative Societies, Haryana\textsuperscript{54}. However, in actual practice the appointments have invariably been made by the State Government\textsuperscript{55}. Even Harcofed had no free hand to appoint chief executive of its own choice till 1987-88 when the Government's contribution to its share capital was less than Rs. 10 lakh.

The chief executive is a full-time functionary without any fixed tenure as he has to hold office at the pleasure of the State Government. Table 3.8 depicts the picture of the relative designation of successive chief executives both in the parent department and Harcofed, along with their actual stay.

\textsuperscript{52} Terr\textsuperscript{y G.R., Principles of Management, Illionis, Richard D. Irwin, 1954, p.200}
\textsuperscript{54} Bye-law 32
\textsuperscript{55} Section 31 of the Act provides that where the Government has subscribed to the share capital of a cooperative society to the extent of ten lakh rupees or more, it may nominate another member in addition to those under Section 29 and appoint him as Managing Director.
Table 3.0

Tenure of Chief Executives

<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>Name</th>
<th>Designation</th>
<th>From</th>
<th>To</th>
<th>Tenure</th>
<th>Period of Stay</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Sh. Shiv Lal,</td>
<td>Assistant Registrar</td>
<td>04.04.79</td>
<td>30.11.80</td>
<td>8 months</td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td>Sh. Satnam Singh,</td>
<td>-do-</td>
<td>01.12.80</td>
<td>13.01.81</td>
<td>1/2 months</td>
<td></td>
</tr>
<tr>
<td>3.</td>
<td>Sh. J.S. Chohan,</td>
<td>-do-</td>
<td>14.01.81</td>
<td>31.08.82</td>
<td>7/2 months</td>
<td></td>
</tr>
<tr>
<td>4.</td>
<td>Sh. Ran Singh Panwar, Deputy Registrar</td>
<td>-do-</td>
<td>13.09.82</td>
<td>01.08.84</td>
<td>One year &amp; 3/2 months</td>
<td></td>
</tr>
<tr>
<td>5.</td>
<td>Sh. N.K. Sharma,</td>
<td>Assistant Registrar</td>
<td>06.08.84</td>
<td>05.08.85</td>
<td>One year</td>
<td></td>
</tr>
<tr>
<td>6.</td>
<td>Sh. R.K. Behl,</td>
<td>Dupty Registrar</td>
<td>05.08.85</td>
<td>03.08.87</td>
<td>Two year</td>
<td></td>
</tr>
<tr>
<td>7.</td>
<td>Sh. N.K. Sharma,</td>
<td>-do-</td>
<td>03.08.87</td>
<td>16.08.89</td>
<td>Two year</td>
<td></td>
</tr>
<tr>
<td>8.</td>
<td>Sh. S.P. Kaushik,</td>
<td>-do-</td>
<td>17.08.89</td>
<td>18.12.91</td>
<td>Two years &amp; 4 months</td>
<td></td>
</tr>
</tbody>
</table>

Source: Data compiled from officials record of Harcofed.

There was thus no definite tenure of the chief executive. Of the eight incumbents from April 1979 to December, 1991, only three completed two year's term, two between one to two year and three had a tenure of less than one year each. None, therefore, completed a normal stay of 3 years. Obviously, the short tenure was not sufficient enough to build rapport with the Board, its constituent member and the staff. Employees, in the course of informal discussions, pointed out that they faced difficulties due to different leadership styles of frequently changing heads.

56. Was Known as Executive Director till 29.04.88 after which the designation was changed to Managing Director.
As such, a minimum term of at least three years alone could bring stability, continuity and efficiency in Harcofed. A similar recommendation was made way back in 1963 by the Committee on Cooperative Administration and ARC's working group on Cooperation (1968). The ARC had also emphasized that frequent changes at the top should be avoided. It is, therefore, high time that the long awaited implementation of these recommendations is given practical shape.

Hanson has said that the older and more influential member of bureaucracy, who has spent a lifetime in Government service and fear of diffusion of 'new-fangled' ideas and practices which threaten their familiar routines, often try to 'assimilate' a public enterprise, however, organised, to normal departmental pattern.

The policy of appointing a civil servant on deputation also interfered with possibility of promotion of one of the officers of Harcofed to this position. The ARC, way back in 1968, had opined that the system of appointments should be in accordance with the basic principle that a person from the lowest

57. Report of the committee on cooperative Administration, op. cit. p.131 (Recommendation No. 65 lays down tenure of deputation according to normal terms which provide a minimum tenure of three years.)

58. Government of India, Recommendations and conclusions of ARC (1968), New Delhi, ARC, Secretariat, 1970, p.113

Rank of service can rise to the top, if he has acquired necessary qualifications, and if his performance has been outstanding. The lack of possibility of elevation to the highest position, thus, indirectly not only dampened the morale but added frustration in the minds of senior most functionaries of Harcofed.

The chief executive is responsible for administering affairs of Harcofed in an efficient manner. He is to act as a bridge between the board, staff and its constituents. As per bye-laws, he is required to perform as many as seventeen functions. He has power to supervise and control employees, implement decisions of the general body, board of directors, convene statutory meetings, act as drawing and disbursing officer and decide service matters of Class IV employees. In sum, the chief executive has to reconcile the differences in approach, timing, effort or interest and to harmonize individual goals to contribute to organisation goals. Discussions revealed that most of chief executives tried to establish good liaison with the Government and other sister organisations either for release of grants, remittance of education fund or any other important work.

Evolution of Structure:

The structural differentiation of Harcofed can be discussed in two phases - before and during eighties. There were two

60. ARC, op. cit., p. 113

61. Bye-law 32, for details refer to Appendix

Cooperative Education and Development Projects, one each at Ambala and Hissar before 1980-81, which were converted into five District Cooperative Education and Training Centres in 1981-82 and the sixth one at Rohtak was created in 1987-88.

No chief executive can perform all the functions himself and requires the help provided by the staff and line agencies attached to his office. The former perform the secondary functions while the latter primary. Departments are, therefore, made to group all services where operations fall in the same field and maintain intimate working relations with each other for the attainment of common end. The chart of 1981 and 1991 (Chart No.III) depict the manner in which work has been divided among functions (education, training and publicity) and positions (an officer for each function), line of authority, levels of ranks etc. Harcofed is organised on the basis of functions performed by it. Staff functions are performed by various wings viz. Establishment & Accounts and the Printing Press while the line functions of cooperative education and training by the Education and Publicity wings.

63. Ambala, Bhiwani, Gurgaon, Hissar and Karnal

64. Willoughby, W.F., Principles of Public Administration, Allahabad, Central Book Depot, 1973, p. 75

65. Chart No. VII, Appendix L

66. According to Pfiffner and Sherwood, when the relation between different jobs and positions are attempted as a capsule and abbreviated representations, the result is what is known as organisation charting. See Pfiffner, John M. & Sherwood, Frank P., op. cit, p. 220
Chart No. III
Organisational Structure of Harcofed (1991)

General Body

Board of Directors

Managing Director

- Admin. Officer
- Manager (Press)
- Cooperative Education Officer
- Publicity Officer
- Editor
- Accountant
- Assistant Manager/Head Clerk
- Assistant Cooperative Education Officer
- Assistant Publicity Officer
- Joint Editor
- Assistant & other supporting staff
- Technical & other supporting staff
- Cooperative Education Instructors & other supporting staff
- Publicity Assistant & other supporting staff
- Sub-editor & other supporting staff
The post of Superintendent in the Establishment & Accounts Branch was upgraded to that of an Administrative officer in 1983-84 to reduce the burden of the chief executive. To reinforce and invigorate the Publicity Wing, one post each of Assistant Publicity Officer and an Assistant Photographer was created during 1982-83 and 1983-84 respectively.

The chief executive is assisted by an Administrative Officer, Education Officer, Publicity Officer, Editor and Manager(Press) and 150 functionaries of various categories including 30 Class IV officials to discharge day-to-day functioning of Harcofed. The broad functions performed at various operational level are presented in Chart IV. With the growth of an organisation in size and complexity, it becomes increasingly necessary for the chief executive to divide its load, delegate its responsibilities, decentralize its burden to facilitate adequate concentration and specialization of supervisory attention at focal points^{67}.

Hierarchy, Authority & Delegation of Powers:

Hierarchy requires that every official is accountable to his superior for his subordinate’s decision and actions, as well as his own. It is, therefore, highly desirable that a great deal of care and vision is shown while determining the structure. The organizational structure do not just happen, nor are they shaped by broad impersonal forces in any direct and immediate sense. They clearly stem from the sequence of divisions commonly, but

^{67} Lounsbury, Fish, quoted in Krishna, S. (Ed), Management Today and Tomorrow, New Delhi, Hemkunt Press, 1973, p.11
Chart No. IV

Functional Organisation Chart of Harcofed

Managing Director

Cooperative Education Officer
Planning and implementation of action Plan of education and training programmes; assessment and recovery of education fund and annual subscription; election of Harcofed; convening general body meetings; dealing with national and international cooperative Institutions; attending visitors from cooperative sector and to deal with 20-point programme.

Administrative Officer

Publicity Officer
Planning & implementation of publicity programmes; preparation of publicity material; releasing advertisements and press notes; publication of statistical abstract; and organising seminars, debates & other functions.

Editor

Manager

Publication & distribution of fortnightly Haryana Sankari Parkash; and covering meetings/ functions of sister cooperatives

Supply of printed material to various Cooperative Institutions & printing of magazine and publicity material.
not always, taken by the senior manager acting individually or in groups. The poor structure, on the other hand makes good performance impossible. In the Harcofed, there are a number of hierarchical levels which are quite often more than three which result in delayed decisions. The Administrative Reforms Commission's scheme of structure and methods envisaged reduction in the number of levels of consideration in order to prevent delays and promote quick decisions.

There is a famous saying that responsibility without authority leads to misery and authority without responsibility can lead to tyranny. If the authority is wedded with responsibility, then there can be probability that a command within a specific context will be obeyed by a given group of persons. A time honored principle that authority and responsibility must be equal should be preferred for ensuring success. But in the Harcofed, the chief executive has little authority in personnel and financial matters which are so vital for effective working of the organisation. The chief executive can neither create a post nor appoint a team of his choice.

Further, the chief executive can neither frame rules nor amend the existing ones for which he is totally dependent on the board.


70. Bye-law 32 which lays down a long list of duties with little powers.
of directors. He has also to work within the limited funds in accordance with the limits fixed by the board of directors.

In this context, Urwick has observed that to hold a group or individual accountable for activities of any kind without assigning him the necessary authority to discharge that responsibility is manifestly both unsatisfactory and inequitable. It is of great importance for smooth working that at all levels authority and responsibility are be coterminous and co-equal.

With the growth of an organisation necessity of delegation is felt. Circumstances of magnitude and volume, however, require some delegation of authority and the settlement of much business at the point where it arises. It is a tool in the hands of the chief executive through which he enlarges his capacities and enhances his effectiveness. Delegation is the entrustment of a part of work or responsibility and authority to another and the creation of accountability for performance. It also implies conferring authority from one executive or organizational unit to another. Further, it may be downward, upward and sideward. In case of Harcofed, the general body is the highest policy-making body which has delegated some of its powers to the board of

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74. Terry, op. cit., p. 176.
75. Bye-law 28 & 32
Division of work, Span and Control and Unity of Command:

Division of work with resulting specialization is so common that by paying little attention we are likely to overlook its importance and complexities of problems in its utilisation. The division of work is primarily separation and partition of duties or work into positions or departments. It results in reduction of a number of objects requiring attention and, therefore, yield increased quality and quantity of output for the same amount of overall effort. The functional chart reflects that Harcofed is following the principle of distributing the work among its branches. A critical analysis of the functions assigned reflects that some of the branches are performing functions which do not legitimately come in their jurisdiction. The election of Harcofed; assessment and recovery of education fund and annual subscription, and the general body meetings are being undertaken by the Education Section which is hardly concerned with these functions. This calls for reallocation of these functions.

At operational level too instances are not wanting when the staff meant for a specific job is being utilized elsewhere. e.g.

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Manager, Press, is working as an Education Officer; additional charge of Press is given to the Administrative Officer; an Assistant Photographer is working as a Cashier and a Cinema Operator is working as Store-Keeper in the Publicity Section. In all these cases, Harcofed is under-utilizing the staff which needs to be checked by providing staff as per requirements.

There is no unanimity among the different thinkers about the span of control yet it is recommended that it should not exceed five or six and that the ideal number is four. However, a perusal of the list of functionaries under each officer reveals that the principle is being violated in almost all the branches as is evident from Table 3.9

<table>
<thead>
<tr>
<th>Branch</th>
<th>Number of functionaries</th>
<th>Control through</th>
</tr>
</thead>
<tbody>
<tr>
<td>Education</td>
<td>7</td>
<td>Cooperative Education officer</td>
</tr>
<tr>
<td>Distt. Cooperative Education &amp; Training Centres.</td>
<td>51</td>
<td>Six Assistant Cooperative Education Officers</td>
</tr>
<tr>
<td>Establishment &amp; Accounts</td>
<td>8</td>
<td>Administrative Officer</td>
</tr>
<tr>
<td>Magazine</td>
<td>6</td>
<td>Editor</td>
</tr>
<tr>
<td>Publicity</td>
<td>10</td>
<td>Publicity Officer</td>
</tr>
<tr>
<td>Press</td>
<td>65</td>
<td>Manager</td>
</tr>
<tr>
<td>Women Mobilization Project</td>
<td>8</td>
<td>Project Director</td>
</tr>
</tbody>
</table>

Source: Data Compiles from officials records of Harcofed.

78. Litterer, Joseph A., op.cit. p.310
To secure cooperation and teamwork people in the organisation should not work at cross purposes. The unity of command states that each participant should be responsible and receive orders with regard to particular action from one source only. Fayol, being against the dual command, wrote, if unity of command is violated, then authority is undermined and discipline jeopardized. This principle is being observed at operational levels but at the top the chief executive himself has to take command from more than one agency viz. the board of directors and the RCS, which is not fair.

Management Information System:

Information is treated as a basic resource just like money, materials, personnel, machine and facilities. Information aids the management not only in decision-making but also carrying them out. Decisions can be made under the conditions of certainty only when required and sufficient information is available to devise alternative courses of action and to predict their outcome. The reports from field offices, meetings of ACEOs(field) with CEO and surprise visits constitute the management information system of Harcofed.

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79. Miner, John, B., op.cit., p.361

It is to be noted that there is no well-knit monitoring and evaluation system. The purpose of monthly meetings in District Cooperative Education and Training Centres is only to report the achievement of targets made during the month and nothing beyond that. The representation from head office is also not adequate and even essential. Further, neither evaluative studies and surveys to judge the impact of education and training programmes were undertaken by Harcofed due to non-existence of this system nor were such studies encouraged to be undertaken by any individual or institution. Harcofed is, therefore, completely in the dark about the qualitative aspect of their programmes i.e. whether the programmes are having the desired impact.

Decentralization of Activities:

Decentralization is a plan facilitating the greatest number of actions to be undertaken in the areas where beneficiaries reside. According to Foyol, everything that goes to increase the importance of subordinates is decentralization and everything that goes to reduce it is centralization. The tendencies of over-centralization may burden the top management with operational decisions rather than the strategic ones and the management of


organisation and external environment interface\textsuperscript{83} which may adversely affect the organisation's performance. As such, there is need for allocating the implementation part to field units. In the instant case, there are six District Cooperative Education and Training Centres\textsuperscript{84} (Chart No. V) each headed by an Assistant Cooperative Education Officer responsible for supervision of education and training programmes being conducted by CEIs. The number of these centres is not adequate in view of the wider area of operation and increasing membership vis-a-vis activities undertaken.

The CEI is the key functionary in the field of administration. He, being the educator, motivator and guide at the grass-root level, is closely associated with the masses - the target groups while conducting classes, delivering lectures in schools or teaching adult illiterates. Collection of advertisements for the fortnightly Haryana Sahkari Parkash, education fund, annual subscription and other bills from various institutions falling in their circle are the additional duties assigned to the CEI's which is not fair. It is necessary that these additional duties are assigned to other cooperative staff meant for their assistance.

\textsuperscript{83} Reddy, K. Partap, "Impact of Culture on Organizational design", Vikalpa, Vol.9, April-June, 1984.

\textsuperscript{84} There are five District Cooperative Unions which are almost defunct since 1979-80.
Organisational Structure of Field Offices

Cooperative Education Officer (H.O)

Six District Cooperative Education and Training Centres each headed by an Assistant Cooperative Education Officer

Ambala
DistRICTS covered
Ambala
Kurukshetra
Kurukshetra
Naraingarh
Naraingarh
Kalka
Kalka
Chhachhrauli
Chhachhrauli
Kurukshetra
Kurukshetra
Pehawa
Pehawa
Barara
Barara

Bhiwani
DistRICTS covered
Bhiwani
Kohli-
Kohli-
Mohinder-
Mohinder-
garh
garh
Safidon
Safidon
Narwana
Narwana
Tosham
Tosham
Loharu
Loharu

Gurgaon
DistRICTS covered
Gurgaon
Faridabad
Faridabad
Rewari
Rewari

Hissar
DistRICTS covered
Hissar
Tohana
Tohana
Sirsa
Sirsa

Karnal
DistRICTS covered
Karnal
Panipat
Panipat
Kaithal
Kaithal
Cheeka
Cheeka
Assandh
Assandh

Rohtak
DistRICTS covered
Rohtak
Meham
Meham
Jhajjar
Jhajjar
Safidon
Safidon
Gohana
Gohana
Bhadur-
Bhadur-
garh
garh
Gannour
Gannour
Sonepat
Sonepat

* Tahsils vacant
During the survey, the discussions with Instructors revealed that they are facing a lot of problems in the smooth conduct of the education programmes. Firstly, they do not get support from cooperative business organisations - the real beneficiaries which undermine the significance of initiating education programmes. In the absence of any collaborative effort on the part of these organisations, instructors continue to implement programmes in isolation, leading to squandering of scarce resources. Secondly, the Instructors posted at Tehsil level do not have any office of their own which makes the liaison with public difficult leading to low participation in the member education classes. Sometimes, they are not even provided with table and chair by the host societies. Thirdly, they are neither assisted by a host of cooperative staff nor by the extension staff for mobilization of participants which is one of the acute problems. Fourthly, when the harvesting is at peak, they fail to mobilize the people during day time. Fifthly, no funds to pay stipends/refreshments to participants have been provided. Sixthly, they are neither fully equipped with modern audio-visual aids nor possess sufficient reading/teaching material for free distribution among the participants. Seventhly, limited monthly travelling allowance is too meagre to cover their jurisdiction. Last, but not the least, there is lack of enthusiasm, spirit and dedication on their part even to perform their legitimate duties due to lack of promotional avenues.

The foregoing discussion on the existing set-up of Harcofed amply shows that it is not in tune with today's
requirements. It has also failed the test of important principles of organisation inasmuch as there is too much centralisation, incomprehensive hierarchical structure with problems of subdued authority, in adequate delegation, high span of control, improper utilisation of manpower etc. which shows that the structure of Harcofed is not conducive to discharging its role efficiently and effectively.

In the light of functioning of Harcofed, the researcher developed a new organisational pattern which would ensure optimum utilisation of human resources, reduce the span of management and improve its working especially the education and training wing.

Perusal of Chart No. VI reveals that a seven member Committee on Cooperative Education and Training (Viz. Managing Director, CEO, Harcofed; Principals of ICM, Chandigarh, Staff Training College, Harcobank, Cooperative Training Institute, Rohtak; and two university teachers, specialists in Cooperation) is proposed to be set up. The committee may meet twice a year to work out the strategies for effective implementation of member education including publicity and training programmes for the ensuing year as also to monitor and evaluate the ongoing programmes. The proposed committee can thus effectively oversee the formulation and implementation of education and training programmes which has not been given due care by the general body and board of directors.
Proposed Organisational Structure of Harcofed

Chart No. VI

General Body

Board of Directors

Managing Director

Sub-committees

Cooperative Education & Training Committee

Admin. Officer

Manager (Press)

Accountant

Assistant Manager/Head Clerk

Assistant & other supporting staff

Teachncial & other supporting staff

Cooperative Education Officer

Assistant Cooperative Officer

Cooperative Education Instructors & other supporting staff

Facility & other supporting staff

Principal CTI, Rohtak

Vice-Principal

Publicity Officer

Assistant Publicity Officer

Editor

Joint Editor

Sub-editor & other supporting staff

Old retained

Newly created Positions
The CTC, Rohtak, continues to be under the control of the State Government and its academic fibre is marred by bureaucratization frequent transfers of Principal and the faculty. According to an Academic Evaluation Study undertaken by the Officers of the NCCT in 1989-90, the functioning of training centres under the State Cooperative Unions is better as compared to those under the State Governments. Harcofed, being an agency exclusively created for education and training could be entrusted with the management of the CTI, Rohtak, with the clear understanding that the cost of running the centre would be raised from the participants as far as possible and balance, if any, would be borne by the Government.

The additional duties of assessment and recovery of education fund and annual subscription, election of the board of directors of Harcofed and convening of general body meetings should be transferred to Establishment & Accounts Branch which is performing other such duties.

Further, the number of District Cooperative Education and Training Centres requires to be raised to eight i.e. one for each set of two districts and additional duties being performed by the Instructors may be assigned to the supporting staff.

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85. There are 95 training centres in the country, out of which 87 are being managed by the SCUs. There are only eight centres, three in Bihar, one each in Meghlaya, Haryana, Punjab, Nagaland and Manipur which are under the control of the State

86. NCCT, Annual Report, Delhi, NCCT, 1989-90, p.19