CHAPTER - I

INTRODUCTION

Personnel constitute the most important resource in any organisation as they take decisions about, and put to use, other resources like finance, technology, equipment and materials. The quality of personnel in government, which is "man's largest and most difficult undertaking", therefore, assumes great significance.¹

Personnel administration has moved from a legally dominated concept towards one which takes into account human relations. It has moved from an era dominated by laws, rules and regulations, court judgements and precedents; and from physiological, safety and social needs to self-actualisation needs for meeting the aspirations of the individual. Personnel administration now recognises that the human resource consists of a whole complex of individuals with aspirations, apathies, innovativeness and problems, and that their interests and satisfaction have to be coordinated with the organisational goal. In the case of our country the organisational goal is enshrined in the constitution - a welfare state in a democratic setting.

Personnel policies in any system constitute an aspect of the ideological grounding of the system itself. It cannot be

viewed in isolation; the geographical and climatic conditions, the social and economic setting, the political environment and the form of government, and not the least, the expectations of the people, influence personnel administration. In turn, it is the personnel who have to implement the policies. In major part a reflection of the society that it serves, personnel administration is also a contributing agent to moulding it.

Personnel administration in India can be seen much before the modern ideologies gained ground even in their homeland in Europe when Manu emphasised the qualities which a king of India of his time must look for in his officials in the interest of effective administration, peace and prosperity as well as his own viability. Administration in India dates back to the early days when the state was a relatively small entity doing revenue collection, looking after defence and the administration of justice as described in Kautilya’s *Arthasastra*. Another landmark in history was the reign of Sher Shah Suri who reorganised the provinces, rationalised the land revenue system and developed an efficient postal service for the first time. The administrative system of the Mughal kings was more complex. The British regime saw some changes but the main objective of this regime was the development of a framework capable of discharging limited duties of maintaining law and order, collecting land revenue and protecting the commercial and political interests of the mother country.
A noted colonial inheritance has been the development of central institutions including the central bureaucracy, and the underdevelopment of peripheral institutions such as local self government. The common people were denied full participation in the political system and full integration in a common system of solidarity.\(^2\) The Indian officials in service were changed often, that is, transferred, so that they did not develop contacts and vested interests. The civil service personnel, excercised vast power, had a higher status than most of their fellow countrymen and were not encouraged to mix freely with them. The civil service of free India too has inherited these traditions and related attitudes to some extent. The bureaucracy of less developed countries tends to be both powerful and isolated.\(^3\) The focus of the administrative system has however changed from maintenance and regulatory functions to development and welfare, leading to vast expansion of its role and size. The personnel required today would thus have to be cast in a different mould. They need to have a different vision and above all they have to function alongwith the political power holders who are the representatives of the people. The selection of the right man for the right job and also his later development, thus acquires added significance.

SCOPE OF THE STUDY

It has been attempted to study the personnel administration in the State of Himachal Pradesh with regard to recruitment, promotion, and training. Originally, it was intended to study all the aspects. However, the study was limited to recruitment, placement, promotion and training as another scholar in the Department was studying the other aspects of personnel administration. Since in most areas, Himachal Pradesh follows the policies of the Government of India, some study has also been made of the policies of the Government of India. The period studied is from the formation of the State of Himachal Pradesh in 1971 to 1985. However some important later developments have also been taken into account.

REVIEW OF THE LITERATURE

No published work on personnel administration in the Government of Himachal Pradesh is available. We will briefly review work done in India in the field of personnel administration.

Beginning with the Cambridge History of India: British India 1497-1858, there are various studies and books on administration during British time like L.S.S. O’ Malley’s, The Indian Civil Service: 1601-1930, and E. Blunt’s The ICS.

Indian authors like B.B. Mishra have also analysed developments up to 1947. Pre and post independence eras saw a number of commissions and committees. The Tottenham Committee, appointed in 1945, reported that the quality and number of personnel needed to be improved to deal with regulatory measures of the post-war period. The Gopalaswamy Iyengar Committee (1949) dealt with the organisation of changes and improvement in the calibre of personnel. The Gorwala Committee (1951) looked at administration with a view to enabling it to keep pace with a developing economy. The committee noted the dissatisfaction with public personnel and suggested a triple alliance between recruiting the right type of personnel, training them for their jobs and promotion by merit. The need for scientific manpower in future years was examined by the Scientific Manpower Committee (1948). The Estimates Committee of Parliament looked into the recruitment, training and orientation of all-India services and other public services. The Qualification for Recruitment Committee looked into the qualifications and methods of tests required for personnel.

A landmark in the study of public administration are the reports of Paul H. Appleby who was invited by the Government of India to examine the public administration of India as a consultant.\textsuperscript{14} His two reports show remarkable insight into the working of government and makes some valuable suggestions on personnel administration. He penetrated into the problem of the system caused by rigidity and recommended professionalisation of public administration. He suggested changes in personnel administration to make it development oriented; made recommendations regarding selection, staffing, training, research and establishment of O and M units in the Government of India.

An important contribution in the area has been made by the Administrative Reforms Commission(ARC) based on the study done by three study teams on recruitment, selection and training; promotion policies, conduct rules, discipline and morale; and personnel planning, staffing of public sector undertakings and personnel management.\textsuperscript{15} The Commission submitted a

\textsuperscript{15} Administrative Reforms Commission, Study Team on Recruitment,Selection, UPSC/State P.S.C.s and Training, \textit{Report}, Delhi, Manager of Publications,1966,  
total of 20 reports to the Government and ceased to exist on June 31, 1970. Most recommendations were accepted by the Government. Some important and revolutionary suggestions like those of a unified grading structure and conversion of the Indian Administrative Service into a specialised cadre have not been accepted.

As a result of these suggestions of the Administrative Reforms Commission, a Department of Personnel and Administrative Reforms was set up in the Government of India. The ARC’s suggestions on promotion policies, transfers, incentives and other areas covering personnel still remain relevant.

The Five Year Plan documents also made recommendations on some aspects of personnel administration. The First Five Year Plan attempted to restrict transfers and suggested that officials have a longer stay (five to ten years) to be able to produce results. With the introduction of Panchayat Raj (democratic decentralisation) in the Third Five Year Plan, a multiple of functionaries were introduced.

There have been a number of committees which went into different aspects of personnel management. However, a notable milestone has been the report of the Union Public Service Commission’s Committee on Recruitment Policy and Selection Methods on Civil Service examination.16 It looked into the

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16 UPSC, Committee on Recruitment Policy and Selection Methods, Civil Service examination: report of the Committee on Recruitment Policy and Selection Methods, New Delhi, UPSC, 1976. (This is popularly known as the Kothari Committee. Kothari was its Chairman).
examination methods relating to the Indian Administrative Service and other class I and class II services (cadres) along with their syllabi. It submitted its report in 1976 and some of its recommendations like those for using regional languages as media of examination and having a first preliminary screening examination have been accepted.

Committees have also been set up by the Union or state Governments in various specific areas of personnel management e.g. in promotion at class IV level in railways, on reservation of backward classes, and on transfer policy in Himachal Pradesh.

Research work has been done in some areas of personnel management, specially the public service commissions. C.N. Bhalerao’s study Public Service Commission in India: A Study also discerns the principles and practices followed by the civil service commissions of Britain, USA, Canada and Australia. Surinder Singh studied the Union Public Service Commission of India. R.B. Jain has made a comparative study of the United States Civil Service Commission and the Union Public Service Commission in India.

17 India, Class IV Staff Promotion Committee Report, New Delhi, Ministry of Railways, 1956.
18 Maharashtra, Committee on Reservation for Backward Classes in services, Report, Bombay, General Administration Department, 1964.
Spangenberg studied the character of the covenanted civil service of India and the ramifications of British administration and policy in the late nineteenth century. Ramesh Kumar Tiwari and Kallim Ullah Siddiqui studied the Public Service Commission in Madhya Pradesh and S. Subramaniam studied the Madras Public Service Commission. L.S. Srivastava has done a study recently of the Bihar and Rajasthan Public Service Commissions and M.R. Anwar has studied the recruitment of the covenanted civil service in India. Administrative recruitment structures were studied by Sabita Biswas, while studying the principles and practices of recruitment and training comparing the public and the private sectors. Research in public personnel administration of the states has been done by others such as K.V. Viswanathiah on Mysore and B.A. Sharma of

28 M.R. Anwar, The Recruitment of Indians into Covenanted Civil Services of India, 1853-1892, Ph.D dissertation, Manchester University, 1959-60.
the States of Maharashtra. Pai Panandikar contributed by studying the personnel administration in the Union Government of India, Chandra Dhar Dash by studying the personnel administration of U.P., and M.A. Aleem that of Andhra Pradesh. R.D. Agarwal deals with problems and practices of personnel management. While Kuldeep Mathur’s Personnel Management in India recommends using modern and scientific techniques in personnel management. P. Ghosh’s Personnel Administration in India emphasises the necessity for the application of modern technology in productive effort. Kuldeep Mathur’s Bureaucratic Response to Development is another work in this area which seeks to examine what is required to make the bureaucracy responsive to the challenge. V. Subramaniam suggested an interchange of personnel in the government, public sector, private sector and universities in his article “Interchange of

31 Vishwambher, B.A. Sharma, Public Personnel Administration in India with Special Reference to Maharashtra, Ph.D dissertation, Bombay University, 1966.
personnel: a new dimension in public administration". M. K. Chaturvedi in his "Personnel Administration: the need for realism" critically analysed the report of the Administrative Reforms Commission pointing out its contradictions, omissions and unanswered questions and suggested an alternative model. K.N. Bhutani’s "Personnel administration: a muffled cry for change by Administrative Reforms Commission" examines the merits and demerits of the ARC’s report on personnel administration. O Glenn Stahl’s "An excursion in olympian detachment“, is a critique of Chaturvedi’s and Bhutani’s articles and an appreciation of the ARC report. S.R. Maheshwari dealt with recruitment to higher civil services and Indianisation of higher civil service in India. He also studied the state governments of India. S.R. Nigam reviewed the pattern of examination and recruitment policy. C.P. Bhambhri dealt with the training programmes for the Indian Administrative Service as

43 S.R. Maheshwari, 'Recruitment to higher civil service' Indian Express, 28th December, 1980.
44 S.R. Nigam, "Recruitment to civil service in India" Indian Political Science Review, July, 1974.
did S.K. Chand. T.N. Chaturvedi wrote on institution building for training as a continuous endeavour of faith and hope and advocated continuing education for civil servants and discussed its multifaceted problems along with solutions. Ishwar Dayal’s "Development of administrators" has tried to suggest a programme for the systematic development of human potential in public administration in view of their strengths and weaknesses. However, his main contribution seems to be in the field of performance appraisal. Ishwar Dayal perceived that an Indian employee evaluates his performance not as an individual but as a member of an identifiable group. This notion of belongingness to a community code is the reason, according to him, why so much premium is placed on seniority and there are protests when there is a supersession. He has contributed in various articles such as, ‘Some issues in performance appraisal’, and ‘Some dilemmas

46 S.K. Chand, "Some problems of field training of direct recruit to administrative services in India", Journal of the National Academy of Administration, 15:4, October - December, 1970.
in our administration". He felt that reluctance to play the role of a judge, lack of some common standards of judgement and there being no significant relationship between evaluation and promotion or evaluation and placement has led to our personnel system not being successful.

Bata K Dey in Management in Government also examines self-appraisal and mentions the steps to be taken before introducing it. He goes into the question of introducing objectivity and jettisoning subjectivity through some suggested techniques and methods. Malathi Bolar's Performance Appraisal: readings, case studies and a survey of practice compiles works of McGregor, Ishwar Dayal, A.A.Niazi and some others to focus on the employee’s performance. Govind Narain has examined the existing assessment systems and the importance of objective assessment. Though performance appraisal leads to promotion, there are not many works on promotion itself. Om Parkash Arora has however written "Promotion in civil service in India". So is the case with placement policies. Mohan Lal Anand’s Placement Policy and P.S. Bhatnagar and G.B. Sharma’s

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52 Om Prakash Arora, "Promotion in civil service in India" Administrator 1976.
Transfer of Collectors in Rajasthan,\(^54\) are some of the works done in this area.

Satya Deva has written on "Bureaucratic power and lack of commitment: an analysis."\(^55\) He has advocated check on the power of bureaucracy in order to implement the socialist policies and accelerate the pace of development. His article on "Colonial Heritage of the Indian Bureaucracy" traces the colonial heritage in regard to classification, promotion, transfer policies, seniority, lack of lateral entry at higher levels, power concentration and lack of initiative. Satya Deva has also done some work on "Recruitment and Pre-entry training of managers for the public sector".

B.A.V. Sharma in his "Secular state and civil service" had pleaded against reservation in a secular state.\(^56\) However recently Ishwar Prasad in his Reservation - Action for Social Equality, has pleaded for reservation to bring about social and economic democracy, without which according to the author, political democracy cannot be achieved.\(^57\) D.L. Seth too in his


\(^{57}\) Satya Deva,"Colonial heritage of Indian bureaucracy",1989,mimeo


article "Reservation changes in elite perception" has pleaded for reservation on the ground that the social and economic inequality in our society may prove to be disastrous.

Very little work is available on the working of employment exchanges. However, Mukhopadhyaya in "Toning up employment exchanges" gives some basic statistics and reviews their working.\(^58\) Suggestions are made for reforms in their working in order to meet the growing needs of the future.

For classification, R.B. Jain’s "The classification system and the grading structure of civil service in India" examines the classification system and the grading structure of the civil services in India and examines its relevance to the times in the context of the recommendations of the Third Pay Commission.\(^59\) Indian Institute of Public Administration had earlier done a feasibility report on position classification.\(^60\) The Third Pay Commission also made recommendations for the establishment of a "unified pay structure".

P. Ghosh in his Public Personnel in India,\(^61\), S.R. Maheshwari in his Evolution of Indian Administration,\(^62\) Narender Kumar Singh

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\(^{60}\) IIPA, Position Classification Survey, (A Feasibility Report) New Delhi, 1968


64 Nitesh R De, *Indian Bureaucracy Obsolescence and Innovation*, New Delhi, NLP, 1975.
A.P. Saxena in *Training in Government: Objectives and Opportunities*, 74 R.K. Sapru in his *Civil Service Administration in India*, 75 B.R. Sharma in his *Administrative Stress, a Study of Middle Level Executives in India*, 76 David C. Potter in his *India’s Political Administrators 1919-1983*, 77 LP Srivastava in his *Public Personnel System in India*, 78 Damyanti Bhatnagar in her *Bureaucratic Culture in India*, 79 Prayog Mehta in his *Bureaucracy, Organisational Behaviour and Development* 80 and S.M. Mehta in his *Civil Servants and Administration* 81 throw light on various aspects of personnel management in India.

**THEORETICAL FRAMEWORK**

Underdeveloped countries like India may be said to have a ‘traditional’ society, that is one having remnants of a feudal and colonial past, but also striving for development and modernization. The system of public administration is influenced by political, economic, social and cultural factors, and in turn influences these. Thus the rigid social stratification which is caste based in India, is reflected in the classification of the

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bureaucracy into classes. Many of the lower most or class IV, employees, particularly 'sweepers', still belong to one of the lower or 'scheduled' castes. They often come from poor families which can hardly afford any education for their children. The centuries old discrimination against the lower strata is now sought to be mitigated somewhat through 'reverse discrimination' in the shape of reservation of seats for them in institutions of higher learning and jobs in the public bureaucracy.

One of the features of administration in developing countries like India is what Riggs calls 'formalism'. There is often a great gap between constitutional and legal provisions on the one hand, and the reality on the other. "The gap between expectations and achievements can be partially masked by enacting laws that cannot be enforced, adopting personnel regulations that are quietly bypassed...". Thus in India while public service commissions have been in existence since colonial times, patronage continues to have its sway in recruitment and promotion. Provisions for disciplinary action and dismissal of corrupt or incompetent employees exist side by side with the colonial tradition of total job security. Senior officers are chary of making adverse remarks in annual confidential reports. Promotion is mostly by seniority, although provisions for promotion by merit exist. The result is a system of personnel administration which functions almost without rewards and

punishments, and has, as in the society generally, a low mobility between classes. In the absence of the possibility (in reality as distinguished from rules) of faster promotion, employees are not motivated to improve their knowledge and skills through training. Hence, while training programmes exist, and tend to increase in number, they do not achieve much. There remains "a shortage in trained administrators with management capacity, development skills and technical competence". In effect, it appears that the administration can effectively help in bringing about development only if it develops itself first.

OBJECTIVES OF THE STUDY

It was proposed to study the following aspects of personnel administration in Himachal Pradesh:

a. The organisation and functioning of the Department of Personnel and the H.P. Pradesh Public Service Commission
b. Classification
c. Recruitment
d. Reservation
e. Performance appraisal
f. Promotion
g. Transfer and Placement
h. Training
THE STATE OF HIMACHAL PRADESH

Himachal Pradesh is situated in the north of the country south west of Jammu and Kashmir and north of Punjab and Haryana. It consists of 12 districts, has an area of 55,673 sq.kms. and a population of 42.8 lakhs according to the 1931 census. It was carved out of a number of princely states and after many years of craving for statehood, finally got it in 1971. Only 3.3 lakhs of the population lived in urban areas. The literacy was 42.48% and the state recorded a decennial growth rate of population of 23.71% according to 1981 census. The scheduled castes and scheduled tribes population was 10.54 and 1.97 lakhs respectively and the per capita annual income in 1987 was Rs.2,908/-.

HISTORY OF HIMACHAL PRADESH

Himachal Pradesh means "the land of eternal snows". The history of Himachal Pradesh is in reality the history of people settling in the Himalayan wilderness from time to time, sometimes in search of newer pastures, but more often than not, out of compulsion. The happenings in north-western plains of India have always influenced the life of the people in the western Himalayas, Shivalik hills and valleys. However, over a period of time the people living in these areas did acquire a personality and identity of their own. Before independence, this land, now known as Himachal Pradesh, was divided into numerous princely states headed by minor feudal lords. In 1948 it had an area of 27,000 sq.kms.
LOCATION OF HIMACHAL PRADESH

IN
INDIA
The history of the adolescence of Himachal Pradesh is one of the struggle under the leadership of Y.S. Parmar. The foundation was laid by Vallabhbhai Patel who said as early as in 1948 that, "In the final stage, after this area is sufficiently developed in its resources and administration, it is proposed that its constitution should be similar to that of any other province".

A solid foundation for the achievement of this goal was laid in 1952 when Himachal became a Part C State under a Lt. Governor and got a legislative assembly and a council of ministers. Y.S. Parmar was elected the first Chief Minister of the Pradesh. In 1954, Bilaspur district was also merged with Himachal Pradesh increasing the area to 28,241 sq.kms. However, an unprecedented storm came in the state in the form of the States Reorganisation Commission report whose majority verdict recommended merger with Punjab while its Chairman, Fazal Ali, dissented and pleaded for the retention of a separate identity for Himachal Pradesh. Thus followed a period of trial and though the leadership in Himachal Pradesh could convince the Prime Minister Jawahar Lal Nehru of the necessity for a separate identity for Himachal, the democratic set up could not be retained. Y.S. Parmar said "No price is big enough for keeping Himachal separate". However, on November 1, 1956, Himachal became a union territory under a Lt. Governor. The assembly was replaced by a territorial council.
Himachal, however, continued its dream of a democratic set up and the then Home Minister Lal Bahadur Shashtri said "It is better not to take half-hearted steps and half-hearted measures. It is better to delegate whatever power they want at a stretch and give the power to the representatives of the people to run their own government". In 1963 the democratic set up was restored in Himachal Pradesh and the Territorial Council was converted into the Vidhan Sabha (legislative assembly). Y.S. Parmar once again headed the Government. The opportunity for statehood came with the reorganisation of Punjab and Haryana. On November 1, 1966, the hilly areas of Punjab were merged with Himachal Pradesh and the total area increased to 56000 Sq.Kms. and the population to 28 lakhs. The Pradesh Vidhan Sabha constantly voiced their demand for statehood which was finally accorded in 1971.

ADMINISTRATIVE STRUCTURE

The state of Himachal Pradesh, like the Union of India and other states, has a parliamentary form of government. Full separation of the executive and judiciary has however, been done only recently in 1974. The legislature consists of a Vidhan Sabha with 68 members (called MLA's i.e. Members of the Legislative Assembly). Except for three years from 1977 to 1980 the Congress(I) party has been the dominant party in the State and has formed the government. There is a secretariat in the Vidhan Sabha headed by Secretary Vidhan Sabha (a senior IAS or HAS officer) to supervise the administrative set up of the Vidhan Sabha. The judiciary is headed by the Chief Justice, six judges.
of the High Court who are selected from the higher judicial service and the bar. There is also the post of permanent Secretary (Law), filled from the cadre of higher judicial service, who advises the government on legal matters and also liaises between the government and the judiciary.

The executive is headed by the Chief Minister who is the leader of the majority party in the Vidhan Sabha. He is assisted by a council of ministers consisting of ministers of cabinet rank and junior ministers, namely ministers of state. Each cabinet minister is given a department. Ministers of State (called MOS) are sometimes the deputies of the cabinet ministers but sometimes they are also given independent charge of a department. To advise the ministers are the permanent secretaries of the government (again divided in different ranks depending on their seniority e.g. Financial Commissioner - cum - Secretary, Commissioner-cum-Secretary, or just Secretary), assisted by Joint, Deputy and Under Secretaries, Section Officers, Dealing Assistants, Clerks and Messengers called peons. The Chief Minister, Ministers and Secretaries sit in the secretariat. The Secretaries normally belong to the cadre of the Indian Administrative Service; officers of this service are also posted to districts as Deputy Commissioners (called District Collectors and District Magistrates also) to oversee the execution of the policies and programmes of the government by officials of various departments.
There are a large number of departments which provide specialised services in areas like health, education, agriculture, industry, horticulture, engineering, cooperatives, and animal husbandry. Each department has a Head of Department called the Director and an Additional or Joint Director and usually a number of Deputy Directors who are responsible for different areas e.g. in agriculture there is a deputy director (soil conservation), a deputy director (seeds), a deputy director (pesticides), a deputy director (fertilizers), and so on.
The relationship between a directorate and the secretariat is that a directorate is considered to be mainly the implementing agency and the secretariat is supposed to be mainly the policy making body. The Secretariat also supervises the working of a directorate. However, their roles are also complementary, thus the proposals for policy also come from the directorate quite often. Similarly, the secretaries are involved in implementing the personnel policies in the department. The roles of the directorate and the secretariat are often complementary but the procedure of proposals moving from the directorate to the secretariat comes under strong criticism. What is probably resented most is that proposals are marked down the hierarchy by the secretary and are put on file for orders with recommendations by the lower level.

Allocation of work is done under the Rules of Business. It is laid down that every Monday the secretary will submit to the minister particulars of the cases disposed of by him and of important cases disposed of by the secretary himself. Copies of these are required to be sent to the Chief Minister and to the Governor through the Chief Secretary, although this is rarely done in practice. It is also laid down that the Chief Secretary may ask to see any case, examine it and put up his comments to the Minister.

The consultation of the Finance Department for any matter affecting the finances of the state is also laid down and also consultation of Law Department on all statutes, regulations and
statutory rules, orders and notifications is laid down. The cases to be submitted to the Governor and the Chief Minister are also specified. The rules of business thus lay down broad guidelines of distribution of work. Details are issued in standing orders.

METHODS OF DATA COLLECTION

Documents

Published documents like the Constitution of India, relevant laws, court judgements, fundamental rules and rules relating to personnel, supplementary rules, conduct rules, disciplinary rules, and the brochure on reservation in service were studied. Reports of commissions and committees appointed by the Government of India and the Government of Himachal Pradesh were also studied.

Records, particularly of the Department of Personnel, were also studied. The noting sheets (which give the gist of the cases along with recommendations) and files along with the correspondence were studied. Office records such as registers were also examined.

Interviews

Informal interviews with the Chief Minister, some other Ministers, Chief Secretary, Chairman of Public Service Commission, Secretary (Education), Director (HIPA) and officials at different levels such as engineers, doctors and other specialists were made.
Survey

A questionnaire was sent to a stratified random sample of 130 employees of the Government of Himachal Pradesh. Of these 118 replied (in several cases after repeated reminders) and these replies were tabulated and interpreted. The respondents were distributed as follows:

- Class I: 25
- Class II: 30
- Class III: 43
- Class IV: 20

Another questionnaire was sent to all the permanent Heads of Departments of the Government of Himachal Pradesh, numbering 46, for obtaining the employers’ point of view. Of these 40 replied, and these were tabulated and interpreted.