CHAPTER-IV

Municipal Personnel Administration

The efficient and effective functioning of any organization depends mainly on the competence of staff employed for implementing its policies and programmes. Herman Finer has rightly observed, "However adequately organised the political side of government, however wise the political philosophy, high leadership and command, these would be of no effect without body of official experts in applying accumulated supply of power and wisdom to particular cases, permanently and specially employed to do so." It is more so in the case of municipal governments as they are intimately concerned with and are responsible for the provision of facilities to the people so vital for their healthful living. "An efficient administrative, professional, and technical staff at municipal level is therefore a sine qua non of vigorous and efficient municipal government".

The municipal service is the backbone of whole organization and the success or failure of municipal government will almost certainly turn upon its quality. The basic aim of machinery of local government is to serve the citizen with maximum efficiency and the efficiency of local government is determined by

the efficiency of local officials. A personnel system based on sound principles is the Sine qua non of municipal government.

4.1. Types of Municipal Personnel Systems

According to a study made by the United Nations, Municipal Personnel system can be claimed into three types, namely separate, unified and integrated. A separate personnel system is the one in which the local authority has the power to appoint and dismiss its own personnel and they are not transferable to any other jurisdiction by a central body. In a unified local government personnel system, all or certain categories of local authorities form a single career service for the entire state and it is distinct from the state or national service. It is the state government which administers and controls the service and the personnel is transferable between local governments only. In integrated personnel systems the personnel of the state government form part of the same service and in which vertical as well as horizontal transferability is possible.

The service conditions in Indian urban local government are far from satisfactory and as a result urban local bodies have not been able to attract competent personnel to run municipal administration efficiently. Because of the low pay scales and poor service


conditions municipalities have failed to attract suitable personnel. Unsound recruitment system, remote chances of promotion, and almost no facilities for training of municipal personnel have rendered municipal personnel administration inefficient. Thus an attempt has been made in this chapter to study the personnel problems such as:

(i) Recruitment
(ii) Training
(iii) Promotion
(iv) Employer-Employee Relations

Since the present chapter is questionnaires based, the comparisons of the personnel problems have been made on the basis of respondents' perceptions about different situations.

4.2. Problem of Recruitment

In ordinary language, the term 'recruitment' means appointment of persons for given posts. But in the phraseology of public administration, this meaning is not in vogue, but means attracting the proper and suitable types of candidates for the posts to be filled. Recruitment is of vital importance to the administrative structures, for it determines the tone

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and calibre of the public services, and on it rests the nature and degree of usefulness of the administrative machinery to the service of which human elements are dedicated. It is the key to a strong public service. In the words of Stahl, "It is the cornerstone of whole public personnel structure. Recruitment is the first step in manpower selection, and comprises reaching out, attracting and ensuring a supply of qualified personnel and quantitatively and qualitatively selecting the requisite manpower. Simply defined, recruitment is the process of exploring or searching for prospective employees and providing them stimuli to apply for specific jobs in an organization, through varied internal and external sources. In other words, recruitment is the development and maintenance of adequate manpower resources, very much concerned with creation of a pool of available labour to meet the additional needs of manpower in the requisite number as and when required. Recruitment forms the first stage in the process which continues with selection and ceases with the placement of a candidate. Recruitment has specific meaning to secure the


Chart No. 4.a

Place of Recruitment in Selection System

- Personnel
  - Recruiting
  - Selecting
  - Placing
  - Needed
  - Qualified
  - New Employment
  - Personnel
  - Persons
  - Job

- Developing Sources
  - Search for potential
  - Potential employees
  - Evaluating recruiting effectiveness

- Internal Sources
  - Personnel Search
  - Upgrading in same position

- External Sources
  - Job Posting
  - Transferring to a new job
  - Promoting to higher duties

- Employee referrals

- Advertising
  - Evaluating for selection

- Scouting
right people for particular jobs. It may take the form of advertising for large groups of employees or tracking out a highly skilled individual for special work.

It is not confined to merely filling current vacancies but has the larger aim of encouraging through balance between personnel mobility and organizational health. The purposes of recruitment function are patently straight for work, to seek out, evaluate, obtain commitment from place and orient new employees to fill positions required for the successful conduct of work of an organization.

The calibre and competence of employees of an organization largely determine its strength and success. Recruitment is a process of searching for prospective employees and stimulating them to compete for appointment, the process thus being on the integral part of larger process of selection. Development and maintenance of an adequate manpower base with the needed skills and growth potential depend upon the nature and type of recruitment policies established, methods employed, procedures adopted and the efficiency with which they are administered and executed. The policies, methods, procedures adopted by an organization to build

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Some critics opine that the term "recruitment" has no precise meaning. According to White, it is limited to the specific steps to apply for examinations. In the words of Kingsley, "Public recruitment may be defined as that process through which suitable candidates are induced to compete for appointment to public service. It is thus an integral part of the more inclusive process—selection—which also includes the process of examination and certification." With some, it covers the entire process of filling the vacancies, from issuing the initial advertisement to placing the tested novice in his first job assignment. Others confine it to the complete process, occurring up to and including the filling up of an application for a particular position. Usually the term is used in the latter sense. In the words of Professor L.D. White "The process of recruitment illustrates admirably the tug and pull of the opposing forces of equalitarianism and humanitarianism on one hand against the claims of special competence on the other."

1. Recruitment Procedure in Shimla Municipal Corporation

In Shimla Municipal Corporation, the topmost executive authority, i.e. the commissioner—an IAS officer, is deputed by the state government. The assistant commissioner—an HAS officer, is also deputed by the same. The other departmental heads, except those of the general department and tax department are also deputed by the state government.

The corporation recruits autonomously only at the class-III level, a Departmental Recruitment Committee (DRC) being incharge. This committee comprises of a chairman—the assistant commissioner, and two to three members nominated by the commissioner, the number depending upon the department to which recruitment is to be made. The vacancies are notified through employment exchange. This being done, the committee conducts written examination after scrutinizing the application forms. Successful candidates of the written test are then required to appear in a typing test. Those succeeding are subsequently interviewed by the DRC, those clearing this last hurdle being recommended for appointment by the DRC to the Municipal Commissioner.

Unfortunately the corporation lacks proper recruitment rules, relying simply on rules and regulations prescribed for state government employees. The added problem of political interference adversely affects recruitments. As such, councillor of the highly placed deliberative wing, MLA and other officials
exert considerable pressure on members of the DRC for selection of their own candidates. Thus, in effect, DRC and the commissioner have to be work according to the wishes of councillors or MLAs unable to effect recruitment on their own and/or according to the prescribed requirements. This state of affairs necessarily impedes the corporation's functioning, inefficient candidates being inducted.

2. Recruitment Procedure in Delhi Municipal Corporation

The Delhi Municipal Corporation has well prescribed rules and regulations of recruitments and promotion at various levels, i.e., A.B.C.D. The category 'A' post means any post with a minimum monthly salary (exclusive of allowances) of not less than seven hundred rupees and includes any other post which the central government declares to be category 'A Post'. After consultation with UPSC. Category 'B Post' means any post with a monthly minimum salary of five hundred and fifty rupees or more and any other post which central government declares to be category 'B Post.' Category 'C Post' means any post other than a category A or B Post. These regulations may be called the Union Public Service Regulations, 1959.

(i) Power to make Appointments

According to the provisions of sec. 89 of DMC Act, the power of appointing municipal officers and other municipal employee, whether temporary or permanent to category 'A Post' vests in the corporation.

14. DMC Act, 1979. 135
Whereas to category "B" and category "C Posts' vests in the commissioner. Power of appointing officers and employees immediately subordinate to municipal secretary or municipal chief auditor to category "B" and category "C Posts' vests in Standing Committee which may further delegate to municipal secretary or municipal chief auditor the power of appointing officers and employees immediately subordinate to them to category 1 "C Post''.

(ii) Selection by Direct Recruitment

Where it is proposed to make appointment to a post by selection through direct recruitment, the commissioner or the general manager, as the case may be, shall send a requisition to the secretary of the UPSC in such manner as may be prescribed by the commission. This requisition shall contain full particulars of the post, including information regarding pay scale; whether the post is temporary or permanent; if temporary, whether the post is likely to continue indefinitely or for a limited term; the period of probation, if any; the qualifications required and the duties of the post. If the commissioner considers that the age limit and the qualifications are not appropriate, the commission shall advice the commissioner or the general manager, as the case may be,

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as to the amendments to be made in these matters.

Ordinarily, the commission shall advertise the vacancies in such manner the commission may deem fit. Candidates must apply before such date and in such forms as may be prescribed by the commission. The commission has power in suitable cases to adopt such other method of contracting candidates for the posts as they may consider appropriate. A candidate for the appointment must be a citizen of India or belong to such categories of persons as may, from time to time, be notified in this behalf by the central government. A candidate must fulfil the age limits prescribed, provided that the upper age limit may be relaxed in respect of candidates belonging to scheduled castes and scheduled tribes and such other categories of persons as may, from time to time, be notified in this behalf by the central government. The commission may relax age limits upto 3 years in exceptional circumstances. A candidate must posses educational and other qualifications as may be prescribed and must satisfy the commissioner or the commission that his character and antecedents are suitable for appointment to the service or department. He must be in a good mental and bodily health and free from any physical defect likely to interfere with the discharge of his duties as an officer of the corporation. A candidate who is found not to satisfy
these requirements shall not be appointed.

The particulars of all candidates together with comments of the commission, who are considered by the commission suitable for being called, are sent to the commissioner for his comments, if any comments are taken into consideration in finalizing the preliminary selection of candidates for the interview. The commission then invites the commissioner to send a representative to sit on the selection board for his decision. The commissioner then places the advice of the commission (U.P.S.C.) before the appointing authority. The appointing authority, in relation to the municipal officer or other municipal employees, means the authority empowered to make appointments to the post which such officer or employee for the time being holds. If the appointing authority does not accept the advice of the commission, then the commissioner is required to make representation to the commission setting out the reasons for not accepting the advice and requesting them to reconsider their recommendations. If the commission considers that adequate grounds do not exist for reconsidering their advice and appointing authority is unable to accept it, the matter is then referred to the central government under Sub-Section (2) of Sec.97 of UPSC regulations 1959. The commission is informed by the commissioner of the action taken on its
recommendation in all cases.

4.3. STUDY AND ANALYSIS OF DATA ON RECRUITMENT IN SHIMLA AND DELHI MUNICIPAL CORPORATIONS

In this chapter an effort has been made to study and analyse the views of respondents regarding the recruitment process prevalent in the Municipal Corporations of Delhi and Shimla and a comparison has been made on the inferences drawn. The following aspects have been discussed:

1. Level of satisfaction with recruitment procedures;
2. The deputation system;
3. Political interference in the recruitment process;
4. Recruitment rules and regulations;
5. Hindrances to recruitment rules and regulations;
6. Merit/competence as recruitment criterion;
7. Accordance of recruitment qualifications to the job description.

1. Satisfaction with Recruitment Procedures

In the present study, a sample of 80 class I and class II officers of Municipal Corporation Delhi and a sample of 40 class I and Class II officers of Municipal Corporation Shimla was taken.
Table 4.1

Satisfaction level with Recruitment Procedures

<table>
<thead>
<tr>
<th></th>
<th>Highly Satisfied</th>
<th>Moderately Satisfied</th>
<th>Dissatisfied</th>
<th>No opinion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Delhi</td>
<td>32 (40.00)</td>
<td>14 (25.00)</td>
<td>-</td>
<td>10 (17.86)</td>
</tr>
<tr>
<td>Shimla</td>
<td>6 (32.00)</td>
<td>14 (58.33)</td>
<td>-</td>
<td>4 (16.67)</td>
</tr>
</tbody>
</table>

Note: Figures in parentheses represent percentages.

A representative sample comprising 80 and 40 officers of Delhi and Shimla Municipal Corporations respectively as shown in Table 4.1, reveals the respondent's satisfaction level with existing recruitment procedures. It is important to remember that the total number of respondents was 120.

Upon being asked their level of satisfaction with the existing recruitment procedures, 80 of Delhi respectively replied thus: 32 (40%), were highly satisfied; 14 (17.5%), moderately satisfied, 10 (12.5%), dissatisfied; and 24 (30%), offered no opinion. When the same question was put to the Shimla respondents the response breakdown was thus: 6 (15%), were highly satisfied; 14 (35%), were moderately satisfied; 4 (10%), dissatisfied; and 16 (40%), offered no opinion. One can thus see that a high level of satisfaction was still below 50% in both corporations. But the higher
satisfaction level of Delhi respondents compared to the same of Shimla respondents, i.e. especially with reference to those highly satisfied, suggest that the recruitment procedures of DMC are far better. However, the high number and percentage of respondents who offered no opinion, is rather disturbing. To return to the comparison of Delhi and Shimla, the recruitment procedure in the former is definitely more efficient, being governed as it is by U.P.S.C regulations. Conversely, the main drawback to proper recruitment in SMC is absence of clear rules and regulations, state government rules being followed instead, except for some posts for which the DPC is responsible.

2. Political Interference

<table>
<thead>
<tr>
<th>% Level of Political Interference in Recruitment Process</th>
</tr>
</thead>
<tbody>
<tr>
<td>76-100% 50-75% 26-50% 0-25%</td>
</tr>
<tr>
<td>---------------------------------------------------------</td>
</tr>
<tr>
<td>Delhi(N=80) 10(35.71) 18(64.20) - -</td>
</tr>
<tr>
<td>Shimla(N=40) - 8(66.67) 4(33.33) -</td>
</tr>
</tbody>
</table>

80 and 40 officers of Delhi and Shimla Municipal Corporations were asked if there was political interference in the recruitment process of these, 28 and 12 respectively said yes. The majority either choosing not to respond or answering in the negative - a disturbing state of affairs. Table 4.2, a
representative sample of those who affirmed the existence of political interference, reveals the percentage level of such as per the respondents.

Upon being asked the percentage level of political interference in the recruitment process, the Delhi respondents, totalling 28, replied thus: 10 (35.71%), said the level varied between 76 to 100%; and 18 (64.20%), between 56 to 75%. With respect to the same question, the Shimla respondents, totalling just 12, replied thus 8 (66.67%), said the level varied between 56 to 75%; and a mere 4 (33.33%), between 56 to 75%. Thus of those of both groups who affirmed the phenomenon of political interference, they rated it to be of overwhelming proportion, this being more marked in Delhi Municipal Corporation. In Shimla, though the percentage level was much lower among the largest groups, - 56 to 75%, it was still proportionately extremely high. The respondents of table 4.2 stated that political interference breeds and magnifies corruption and inefficiency, as incompetents are inducted into the corporation and solely at the behest of political elite. Unfortunately, it is a large if not rampant phenomenon in many organizations today. This favourably affects routine administration.
3. Recruitment Rules and Regulations

A representative sample comprising 80 and 40 officers of Delhi and Shimla Municipal Corporations in table 4.3, respectively reveals the respondents' views on whether recruitment rules are followed, partially followed or not followed. It is important to remember that the total number of respondents was 120.

Table 4.3
Level to which Recruitment Rules and Regulations are followed.

<table>
<thead>
<tr>
<th></th>
<th>Followed</th>
<th>Partially followed</th>
<th>Not followed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Delhi(N=80)</td>
<td>48(60)</td>
<td>4(5.00)</td>
<td>28(35)</td>
</tr>
<tr>
<td>Shimla(N=40)</td>
<td>30(75.00)</td>
<td>5(12.50)</td>
<td>5(12.50)</td>
</tr>
</tbody>
</table>

Upon being asked to what degree corporation recruitment rules and regulations are followed, the Delhi respondents replied thus: 48(60%), said they are followed; 4(5%), partially followed; and a very high 28(35%), not followed. With respect to the same question, the response break-down of the Shimla respondents was thus: 30(75%), said that they were followed; 5(12.5%), partially followed; and the remaining 5(12.5%), not followed. The following reasons for partially following or not at all following the prescribed rules and regulations were advanced:

1. dilution and discretion of powers;
2. deviation in implementation;
3. disinterest of municipal officers;
4. political hindrance.

4. Hinderances in following of Recruitment Rules and Regulations

Table 4.4 is directly related to table 4.3. Of the combined total of those who felt that the recruitment rules and regulations were only partially followed or not at all followed, the reasons for such were asked, the choice being the following: dilution/discretion; deviation in implementation; disinterest of municipal officers; and political impedements. The respondents, numbering 32 and 10 of Delhi and Shimla Municipal Corporation respectively, replied as illustrated in Table 4.4

<p>| Table 4.4 |</p>
<table>
<thead>
<tr>
<th>Factors Adversely Affecting Recruitment Rules and Regulations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dilution/ Deviation Disinterest Political</td>
</tr>
<tr>
<td>Discretion in Implementation of Municipal Officers Impediments</td>
</tr>
<tr>
<td>Delhi</td>
</tr>
<tr>
<td>(No.=32)</td>
</tr>
<tr>
<td>Shimla</td>
</tr>
<tr>
<td>(N=10)</td>
</tr>
</tbody>
</table>

With respect to the obstacles in the way of following recruitment rules and regulations, the Delhi respondents identified the causes as thus: (15.63%),
said it was the dilution of rules and discretion of the authority; 13(40.62%), deviation in implementation; 5(15.63%), disinterest of municipal officers; and 9(28.12%), political hindrance. With respect to the obstacles in the way of following recruitment rules and regulations, the response breakdown of the Shimla respondents was thus: 2(20%), blamed dilution of rules and discretion of the authority; 2(20%), deviation in implementation; 4 (40%), disinterest of municipal officers; and 2 (20%), political impedments. Of all the categories in Delhi, deviation in implementation was the major cause - 40.62%, this was followed closely by political impediments - a high 28.12%. However, disinterest of municipal officers was the major cause 40% - preventing following of rules in Shimla Municipal Corporation.

5. Merit as Recruitment Criterion

80 and 40 officers of Delhi and Shimla Municipal Corporation respectively were asked if merit was a criterion of recruitment. Of both these groups, 64 and 26 respectively answered affirmatively, qualified that the degree may vary greatly. The remainders of both groups chose not to respond or answered in the negative. Of those answering yes, the actual level to which merit as a recruitment criterion is applied was further broken down into the following categories: High; Moderate; Low; very Low. Table 4.5 illustrates
this particular aspect. To repeat, it is of 64 and 26 Delhi and Shimla Municipal Corporation respondents respectively.

Table 4.5
Degree of Merit as a Recruitment Criterion

<table>
<thead>
<tr>
<th></th>
<th>Highly</th>
<th>Moderately</th>
<th>Low</th>
<th>Very low</th>
<th>Satisfied</th>
</tr>
</thead>
<tbody>
<tr>
<td>Delhi</td>
<td>32(50.00)</td>
<td>20(31.26)</td>
<td>6(9.37)</td>
<td>6(9.37)</td>
<td>Satisfied</td>
</tr>
<tr>
<td>Shimla</td>
<td>9(34.61)</td>
<td>8(30.76)</td>
<td>6(23.08)</td>
<td>3(11.55)</td>
<td></td>
</tr>
</tbody>
</table>

The Delhi respondents' response breakdown on the actual degree of merit as a recruitment criterion was thus: 32(50%), rated it as high: 20(31.26%), moderate; 6(9.37%), low; and the remaining 6 (9.37%), very low. With respect to the same question, the Shimla respondents replied thus: 9(34.61%), rated it as high; 8(30.76%), moderate; 6(23.08%), low; and the remaining 3(11.55%), very low. Overall 80% of the Delhi respondents were in the favour of merit as a the principal recruitment criterion, though the actual figures reflected a vast range, generally on the lower side, of its actual application. 65% of the Shimla respondents felt likewise, though actual application of merit as the principal recruitment criterion left a great deal desirable— as reflected by the actual figures.
Accordance of Qualifications with Job Description

For an organisation to function effectively, efficiently and ideally profitably, it is essential that the process of recruitment is designed to induct individuals well qualified for and well able to perform the job meaning those with the requisite education and ability. To determine this, 80 and 40 officers of Delhi and Shimla Municipal Corporation respectively were asked if prescribed recruitment qualifications were in accordance with the job description. Of these, 47 and 38 respectively said yes, clarifying that the actual extent varied greatly. Table 4.6 is illustrative of their views on how well qualifications actually match job description.

<table>
<thead>
<tr>
<th>Table 4.6</th>
</tr>
</thead>
<tbody>
<tr>
<td>Levels at which qualifications Match Job Description</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>High</th>
<th>Moderate</th>
<th>Low</th>
</tr>
</thead>
<tbody>
<tr>
<td>Delhi</td>
<td>19(33.93)</td>
<td>23(41.07)</td>
<td>5(8.93)</td>
</tr>
<tr>
<td>(N=47)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Shimla</td>
<td>22(55)</td>
<td>10(25)</td>
<td>6(15)</td>
</tr>
<tr>
<td>(N=38)</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

As per the table, the Delhi officer's response breakdown was thus: 19(33.93%), low. With respect to the same question the Shimla officer's response breakdown was thus: 22(55%), rated it as high; 10 (25%), moderate; and 6(15%), low. The fact that the largest majority of both groups - 33.93% (Delhi) and 55%
(Shimla) - rated it high shows that in both corporations, by and large, the qualifications of the recruits mostly tally with the job description, overall, the other responses notwithstanding, this is positive.

4.4. Problem of Promotion

Promotion is of great significance in personnel administration. Competent and promising employees must have avenues for advancement in service to ensure not only effective and better utilisation of available human resources but also to retain those who have demonstrated professional competence and administrative abilities. The promotion can be made on the basis of two principles - merit and seniority. The principle of merit should be adopted in case of promotions where greater responsibilities and initiative are required, where work is of routine character seniority should be given greater weightage. The Principle of seniority seems to connote the idea of stagnation, of the quantity and not quality of experience on other hand the principle of merit emphasizes justice to employees and efficiency of administration. To defend principle of seniority is, therefore, to defend stagnation and inefficiency but the principle of seniority is not to be thrown over-board. As Dr. E.N. Gladden rightly points out, "seniority and merit are complementary to each other; a system that denies either is inevitably

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A sound promotion system should be designed to achieve at least three objectives - (i) to select the best man for the higher position (ii) to provide sustained incentive for greater employee skill and effort, thereby improving the more of the employees (iii) to satisfy those to whom it is applied those to whom it is applied that is fair and just.

1. Promotion Practices in Union and State Government

In Union Government each ministry sets up a Departmental Promotion Committee for considering promotion to superior posts in the ministry. Departmental promotion committee consists of a member of commission as chairman and senior officers of the ministry. The recommendations of Departmental Promotion Committee, accompanied by confidential annual reports and service records of the officers concerned are then forwarded to commission for their approval. For promotions in the lower posts the ministry concerned sends the commission a list of officers proposed for promotion along with their confidential reports. In states, the promotion to gazetted posts are made in consultation with Public Service Commission, promotions in the non-gazetted posts are made by head of the departments.

2. Promotion Procedure in Shimla Municipal Corporation

The DPC of the Shimla Municipal Corporation is the authority deciding promotions, it

being constituted by the secretary, local self-government, Himachal Pradesh. It comprises director of local self bodies, the municipal commissioner and the deputy commissioner of Shimla Municipal Corporation. There is only one top level post filled via promotion from middle category employees that of the secretary of the corporation. All employees with 5 years work experience are eligible for this post. The criterion laid down is merit-cum-seniority. The merit is assessed on the basis of annual confidential reports, the DPC performing this task and then making recommendations to the secretary, local self government. The latter takes the actual decision after obtaining the consent of the minister, local self government.

At the middle level, two posts—assistant secretary and of superintendent general (Grade-I) are filled by promoting the highest grade of employees of the local category. This category comprises three grades: clerks, assistants and superintendents in hierarchial order.

Superintendents
   Assistants
      Clerk
Lower Category Employees
For the posts of superintendents, promotions are made from amongst assistants. For the post of assistants clerks are promoted. With respect to clerks, 10% of the posts are filled by promoting peons who fulfill designated eligibility conditions, these most commonly being the level of education. However, the vast majority of clerks are filled through direct recruitment. Only recently has the Shimla Municipal Corporation created the secretary's post, this being filled by promoting from amongst the middle category employees, the body being the Departmental Promotion Committee. Though, as already stated DPC Comprises Director of local self bodies, the municipal commissioner and the deputy commissioner and these being its members, but the government exercises the discretion of appointing its members. Thus the government may appoint anyone else it chooses. Importantly, this particular DPC differs from the one constituted by the commissioner for the purposes of promotions and recruitments, the former being constituted by secretary,local self government and its members thus also differing from that assigned the task of promoting middle and lower level employees. The chart is the simple illustration of the two different DPC's.
Chart 4.b

DPC for Promotion to different categories of employees MCS.

<table>
<thead>
<tr>
<th>D.P.C. For Promotion to the post of Secretary</th>
<th>D.P.C. For Promotion to middle category and lower category posts.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Constitution</td>
<td>Constitution</td>
</tr>
<tr>
<td>1. Director, Local Self Bodies</td>
<td>Chairman- Assistant Commissioner</td>
</tr>
<tr>
<td>2. Municipal Commissioner</td>
<td>Members- Secretary, Accounts Officer, Head of the concerned</td>
</tr>
<tr>
<td>3. Deputy Commissioner</td>
<td>department to which Promotion is to be made.</td>
</tr>
</tbody>
</table>

The preceding observations show that though the Departmental Promotion Committee is constituted to effect promotions at different grades, the promotion system is ineffective due to lack of specific rules and regulations in the Himachal Pradesh Municipal Corporation Act, forcing employees to rely on state government rules and regulations. Naturally this engenders political interference, politically favoured candidates being inducted by exerting pressure on members of the Departmental Promotion Committee. So we can see that the prevalent promotion system is highly unsound. Another pressing problem is of limited adhoc
employment, as in the case of the post of a section officer who is a Class-II employee. Long term adhocism can lead to inefficiency in the working of the corporation, the said employee tending to shirk responsibilities and thus be functionally ineffective - all due to the temporary nature of his post, in perennial danger of termination or abolition. In this light, the government should take necessary action to make all adhoc employees permanent.

3. Promotion Procedure in Delhi Municipal Corporation

The promotion procedure in Delhi Municipal Corporation is governed by Union Public Service Commission Regulations, 1959. Part III of these regulations, deals with the promotion procedure: when appointment to any post is to be made by promotion, the appointing authority, as already described in the recruitment procedure, in consultation with the commission, specifies the level eligible for promotion. It also decides whether to promote on the basis of seniority or merit. Where the promotion is to be made by seniority, a list of officers eligible for such is compiled by the commissioner. Such a list along with reasons of supersession of any officer, if any, is then forwarded to the commission. Then the commission after considering the commissioner's views and the service records of those in the running, makes recommendations as it considers appropriate.
In the case of merit based promotion, a Departmental Promotion Committee is constituted by the commissioner in consultation with the commission. It consists of the commissioner— the chairman of the committee, and a nominee or nominees of the corporation, recommendations of the Departmental Promotion Committee are forwarded to the Union Public Service Commission, which, after considering these, communicates its advice to the commissioner, the promotions thereafter being made. Eligibility for appointment by promotion is entirely dependent upon service of person in department or undertaking of the corporation where the post is to be filled.

So comparatively the Delhi Municipal Corporation has a well prescribed promotion system whereas Shimla Municipal Corporation lacks the same, not even having its own rules and regulations.

4.5. STUDY AND ANALYSIS OF DATA ON PROMOTION IN SHIMLA AND DELHI MUNICIPAL CORPORATIONS

To an employee, promotion is of direct significance as a reward or a possible reward. It can retain employees of potential ability as well as place such in positions where they may render useful service, this being conducive to an attractive career. To
investigate the promotion system in the both Municipal Corporations- Delhi and Shimla- respondents were given questionnaires. The questionnaires covered the following areas:

2. Examinations for Promotion.
3. The basis of an appropriate and rational promotion policy.
4. Biased promotions.

1. Satisfaction with Promotion Practices

A representative sample comprising 80 and 40 officers of Delhi and Shimla Municipal Corporations respectively as shown in table 4.7 illustrates the level at which the respondents of both groups rated the actual degree of satisfaction with the prevalent promotional practices. The given degrees were the following: High; Moderate; Low; and very Low.

<table>
<thead>
<tr>
<th>Table 4.7</th>
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<tbody>
<tr>
<td>Opinion Regarding Satisfaction with Promotion Practices</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>Highly Satisfied</th>
<th>Moderately Satisfied</th>
<th>Low</th>
<th>Very low</th>
</tr>
</thead>
<tbody>
<tr>
<td>Delhi</td>
<td>28(35.00)</td>
<td>4(5)</td>
<td>16(20.00)</td>
<td>32(40)</td>
</tr>
<tr>
<td>(N=80)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Shimla</td>
<td>14(35)</td>
<td>12(30)</td>
<td>4(10)</td>
<td>10(25.00)</td>
</tr>
<tr>
<td>(N=40)</td>
<td></td>
<td></td>
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</tbody>
</table>
As per the table, the Delhi officers' response breakdown was thus: 28 (35%), rated it as high; 4 (5%), moderate; 16 (20%), low; and a massive 32 (40%), very low. The same table shows the response breakdown of Shimla respondents, which was thus: 14 (35%), rated it as high; 12 (30%), moderate; 4 (10%), low; and 10 (25%), very low. The fact that the highest majority of Shimla respondents rated the satisfaction with promotion practices as high is possibly due to the Shimla Municipal Corporations' smaller size (in comparison to DMC). This allows them to let the H.P. government run the corporation as it deem fit, the employees not resisting its rules- a state wherein they accept the promotional rules, regulations and practices flowing from above. The employees are also at fault in not demanding well prescribed rules and regulations. This reflects a low awareness level. Conversely, Delhi municipal employees have a high awareness level, reflected in the majority- 40%- 'viewing prevalent promotional procedures in their corporation as very low. This may, perhaps, be due to much less insularity, given the enormous problems of the capital.

2. Examination System For Promotion

Advocates of merit strongly recommend and consistently stand by examinations as a means to assess and relatedly promote employees within an organization.
They declare this system to be 'open', the ones scoring well in the relevant examination being the ones benefitted. Generally, the two stages are the written and the interview, these, of course, being based on the candidates' experience and education.

Of 80 and 40 officers of Delhi and Shimla Municipal Corporation respectively being asked whether or not they viewed the examination system as valid, 44 and 22 respectively said yes. These two groups were then asked the degree to which they favoured the same, the 3 categories being high, moderate and low. Table 4.8 illustrates their response.

Table 4.8

<table>
<thead>
<tr>
<th></th>
<th>Highly</th>
<th>Moderately</th>
<th>Low</th>
</tr>
</thead>
<tbody>
<tr>
<td>Delhi (N=44)</td>
<td>26(50.09)</td>
<td>10(22.73)</td>
<td>8(18.8)</td>
</tr>
<tr>
<td>Shimla (N=22)</td>
<td>11(50)</td>
<td>9(40.9)</td>
<td>2(9.09)</td>
</tr>
</tbody>
</table>

The response breakdown of the Delhi respondents was thus: 26 (59.09%), rated it as high; 10 (22.73%), moderate; and 8 (18.18%), low. The response breakdown of the Shimla respondents was thus: 11 (50%), rated it as high; 9 (40.9%), moderate; and just 3 (9.09%), low.

Of the original groups of 80 and 40 respectively, 45% (Delhi) and 22% (Shimla) were against
the examination system, they believing it to be irrelevant and of little practical significance as the employees remain preoccupied with its theoretical subject matter, thereby neglecting their actual administrative duties.

3. Basis of an Appropriate and Rational Promotion Policy

A representative sample comprising 80 and 40 officers of Delhi and Shimla Municipal Corporations respectively as shown in table 4.9, reveals the respondents views on what the basis of an appropriate and rational promotion policy should be. The following four options were given:

1. performance evaluation;
2. seniority;
3. seniority-cum-merit;
4. merit-cum-seniority.

<table>
<thead>
<tr>
<th></th>
<th>Performance</th>
<th>Seniority</th>
<th>Seniority-cum-merit</th>
<th>Merit-cum-seniority</th>
</tr>
</thead>
<tbody>
<tr>
<td>Delhi(N=80)</td>
<td>12(15.00)</td>
<td>-</td>
<td>24(30.00)</td>
<td>44(55)</td>
</tr>
<tr>
<td>Shimla(N=40)</td>
<td>10(25)</td>
<td>14(35)</td>
<td>8(20)</td>
<td>8(20.00)</td>
</tr>
</tbody>
</table>

The response breakdown of the Delhi officers was thus: 12(15%), favoured performance evaluation; 24,
seniority-cum-merit; and 44(55%), merit-cum-seniority. No respondent favoured seniority in itself. The response breakdown of the Shimla group was thus: 10(25%), favoured performance evaluation; 14(35%), seniority; 8(20%), seniority-cum-merit; and 8(20%), merit-cum-seniority. Unlike in the case of DMC employees, where seniority was not favoured at all, the majority of Shimla respondents - 35% - favoured the same. With regard to merit-cum-seniority, a very high - 55% favoured it in Delhi. The figures of Delhi Municipal Corporation reflect a higher morale and the willingness to compete. The Shimla Municipal Corporation figures especially with mere seniority being rated the highest, reflect an attitude of complacency - a factor adversely affecting efficiency and the organization as a whole as well.

4. Biased or Favouritism Based Promotion

Absence of well-defined and prescribed promotional rules and regulations lead to bias/favouritism during the promotion process. As to whether such bias/favouritism exists, 80 and 40 officers of Delhi and Shimla Municipal Corporations respectively were asked to affirm or negate the same. Of these two groups, 20 and 10 respectively said yes. The ones answering thus were then asked to what percentage level does the bias/favouritism apply in actually. Table 4.10
illustrates their response.

Table 4.10

<table>
<thead>
<tr>
<th>Bias or Favouritism Based Promotions</th>
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<tbody>
<tr>
<td></td>
</tr>
<tr>
<td>76-100%</td>
</tr>
<tr>
<td>----------</td>
</tr>
<tr>
<td>Delhi</td>
</tr>
<tr>
<td>Shimla</td>
</tr>
</tbody>
</table>

The response breakdown of the Delhi officers was thus: of the remaining 20 of the original number (80), 12(60%), rated the degree of bias between 56-75%; and 8(40%), between 26-50%. Not a single respondent thought that the level was either 76-100% or 25% and below. With respect to the same question, the Shimla respondents replied thus: of the remaining groups of 10, 6(60%), rated bias/favouritism at a level between 56-75%; 3(30%), between 26-50%; and just 1(10%), at 25% on lower. Similar to the Delhi respondents, no Shimla respondents rated the bias/promotion factor to be between 76-100%. However, observation suggested that the majority of the total number did not explicitly state their position, possibly because they were afraid to disclose their identities. Overall, the low number who chose to partially reveal themselves is more indicative of those who did not do so. Thus we can
construe, both through the table and observation, that there exist bias/favouritism in the process of promotions.

46. PROBLEM OF TRAINING

With the increasing technical character of governmental activities and the correspondingly increased demand of officers and employees, it is evident that properly and scientifically trained personnel are the need of the hour. Worldwide, observation today reveals training to be widely accepted as an unavoidable necessity to manage a large entreprise or organization. Its primary purpose is to induce efficient and effective working styles.

Until recently training of public servants was in dire neglect the world over, India being no exception. "Even now it is still generally considered one of the lesser developed areas of public personnel administration, one which still remains to be done". Administration has of late become so technical and specialised that greater intelligence and common sense alone are not enough to carry it out. Specialised qualifications of public officials are thus needed. The nature and methods of administration are changing so

swiftly that civil servants are in constant need of training and retraining, their knowledge and skills fast becoming obsolete. Hence training has assumed a wider dimensions and now impacts on development of the staff as a whole. In such rapidly changing societies, employee training and development is an area where the organization must commit resources to, if it is to maintain a viable and knowledgeable work force.

According to an ARC report on personnel administration "In a dynamic society training should be a conscious effort made to improve or increase a persons' skill, power or intellegence and to develop his attitude and scheme of values in a desired direction". In the same light C.R. Doobey opines: "training is not something that is done once to new employees, it is used continuously in every well run establishment".

Training is an input for human resources development essential to adopt officers and subordinate to their current administrative requirements. Now increasingly recognized as a most important


organizational tool, a paucity of directed training efforts amounts to static job knowledge and skills on a haphazard and unorganized basis. As the need for training is universal, its effect in improving the performance of public personnel is fairly well recongized. Not only is training essential to plug obvious performance gaps but also to prepare individuals for a mainfold and unprecedent tasks necessitated by compulsions of development and relatedly heightened expectations of the people-- the beneficiaries of development. To meet such requirements, personnel need updated knowledge for job rotation through training 26.

Defined simply training is continuous and systematic development of knowledge, skills and attitudes which positively effect efficiency in administration. Once the employees potential becomes evident, continuous on-the job training for present and future higher level jobs must be ongoing. Thus, the main goal of training is to induce a suitable change in the individuals concerned. According to Lawrance, "training is a short term process utilizing systematic and organized procedure". 27


Need:

There is need of training-skills and knowledge upgradation in all five year plans. The second five year plan stressed the need for organizing large scale training programmes in all fields and mobilizing the available training resources, including public and private institutions, industries and other establishments. The third five year puts emphasis on reorganization and expansion of existing institutions. A.D. Gorewala, in his report submitted to the Planning Commission in 1951, laid down that training, besides aiming at precision and clarity in the conduct of business and improvement of staff morale, must also encourage the civil servant to see his work in its widest context and to preserve it with his own educational development. He added, it must prepare him for higher work and greater responsibilities and attune his outlook and methods to the needs of changing times.

The prevalent recruitment system in countries like India further underlines the need for training. In India, recent graduates and post graduates enter the India Administrative and Allied Service on the basis of

scholastic tests. In actual fact, however, they are unaware of their duties and responsibilities. This hiatus is filled by training. The efficiency of any organization depends directly on how well its members are trained immediately after induction. Usually combined with this is the function of developing the employee's ability to do the job in which he has been placed. Unfortunately, there exists terminological ambiguity among training, development and education. "Training" and "Development" are used as if synonymous. Although there are some differences between the two. The development is the outcome of training. Similarly, the term training should not be confused with education as the latter is concerned with increasing our knowledge and understanding and at the social level-status. Corporate performance in urban government is similar to any other enterprise and remains the produce of multiple forces - some external and some internal. Socio-economic and political segments of the influence range tend to be external. The design element, like organizational objectives, structure, service conditions, job knowledge, levels of technological absorption and effectiveness of management


information system in facilitating prompt decisions, constitute the internal base. Effectiveness in urban government thus entails a wide spectrum of functional as well as processes interface which in turn require personnel competence of high calibre.

Employee training, an important factor in enhancing organizational effectiveness, especially pertaining to augmentation, conservation and utilization of professional skills, is increasingly becoming avoidable luxury and therefore of least priority by all the three levels of government—more so by the third tier. The public service, especially in urban government has three status groups: first, elected functionaries; second, professionals with higher level positions; third, lower order employees and workers. This differentiation, though open to further refining, has manifold effectiveness on the relationship between education, employment, training. Employee training in urban government needs to be viewed firstly as an educational endeavour to improve managerial effectiveness through a planned and deliberate learning process and secondly, as an integral process by which the organization develops its capability in the decision-making process in multiple environments.

Having recognized the magnitude and importance of training in urban affairs the government of India has launched an ambitious programme of research and training by instituting infrastructural facilities, such as four regional centres for urban and environmental studies in the Ministry of Urban Development. Certain states like Andhra Pradesh, Kerala, Tamilnadu have followed the suit and established their own training centres. This apart, institutions like the All India Institute of Local-Self Government, the Institute of Town Planners, the School of Architecture and Planning and the National Institute of Urban Affairs are also engaged in training endeavours through their pioneering efforts.

The training function in urban management is of recent origin. The institutions of training in this field were first seriously discussed by the "Nur-uddin" Committee on training of municipal employees in 1963. This committee examined institutional arrangements for training municipal employees. It emphasized the need to impart systematic training to municipal personnel in varying types of municipal bodies. Professionalization of municipal administration was therefore, considered necessary in view of the increasing urban complexities of urban administration.


34. Ibid. p.644.
Training has been sought to be diversified, keeping in mind the peculiarities of job the different organizational levels, the need for professionalization, and creation of groups internal trainers. In general, the training courses fall in six broad categories:

1. **On the Job Training:**

   The objective is to develop skills on the job and to discover and implement new procedures to increase efficiency as well.

2. **Supervisory Training:**

   Basic supervisory training skills can be imparted to middle level officers to better acquaint them with supervisory functions and skilled human relations, communication and leadership.

3. **Orientation Training**

   This course is offered to new entrants and probationers.

4. **Course for Top Management**

   Such courses are made up of themes like the following: urban economic base; urban tax base; land zoning and planning; financial management; policy

management; information systems for urban planning; municipal organization; municipal administration; financial planning and administration; decision making processes; organizational behaviour and human resource development and coordination.

5. Course for Middle Level Management

Training is imparted on themes like industrial engineering; maintenance management; inventory control techniques; assessment principles; manpower planning; personnel management and industrial relations; and purchasing techniques.

6. Training of Internal Trainers

This covers the role of internal trainers with respect to the following: designing of manuals; designing of professional approach courses; and designing of skill development courses; methodology of training, etc.

The training programmes involve the following objectives:

1. Development through understanding management problems of urban development, including urban settlements and exposure to the vast range of urban policies, programmes and projects, and thus developing skills for systematic project implementation, monitoring and evaluation.

2. Understanding the inter-disciplinary nature of urban management and developing the capability to properly coordinate different disciplines and agencies for better planned urban development.

3. Improving participants' capability of planning management and maintenance of the following: water supply; sewerage and drainage; power supply; roads and communication; health and sanitation etc.

4. Acquainting the participants with the problems of slum inhabitants, securing public participation and income supplementation programmes for weaker socio-economic urban inhabitants.

5. Organizing discussions in urban housing problems in the context of rapid urbanization along with the urban authorities in development of housing programmes.

6. Acquainting participants with the basic concept of resource mobilization as well as various means of raising revenue through tax and non-tax sources. In addition, acquainting participants with various control measures to enhance actual revenue usage and ensure effective collection of taxes as well.

7. Acquainting participants with various concepts and systems of accounting and auditing as well as procedures, techniques and tools like commercial accounting, use of computers, etc.
In general it is evident that training programme objectives involve the following five principles:

1. Ensuring technical feasibility;
2. Ensuring financial viability;
3. Securing adequate financial yield (where relevant);
4. Ensuring equity; and
5. Ensuring political acceptability.

(Systems Concept of Training)

System analysis, as an academic discipline has been receiving considerable contemporary attention. In the strict sense of the term, however, system analysis is only one of the series of inter-related and interacting technologies used to analyse, evaluate, design and engineer a total system, whether it be a concept practice or programme. Applied to training and development, system analysis is usually considered to encompass all the systems disciplines, being viewed as a strategy for improved decision-making.

The process of training system analysis essentially involves a series of carefully sequenced activities. These are the following:


Chart 4.1 illustrates the process of training systems analysis

- Goals & Function
- Identifying Training and Developmental Needs
- Collecting and Analysing Job Data
- Constructive Evaluative Institutions
- Selecting Writing Training Objectives
- Constructing Criteria Measure
- Selecting Course Content
- Selecting and Using Training Strategies
- Selecting Training Aids Manuals
- Determining Development Requirements
- Selecting Instructors
- Selecting Trainees
- Evaluating Training Systems
- Administering and Analysing Criteria Measures
- Running Institutions

Follow-up
1. To formulate a clear definition of the system under consideration in order to show the need for the system and delimitation of its boundaries.

2. To develop lucid and functional descriptions of the components of the system and the ways in which they interact.

3. To determine and define the systems objective in terms of optimal system, operating performance output.

4. Identify the criteria to be used for evaluating the congruence of system objectives, performance and output.

5. Identify and select alternative groupings of system components for evaluation in terms of practicability and cost benefits and also to determine the trade-offs involved.

6. To test selected alternatives of collected data upon which decision-makers may base their choice of configuration of system components for implementation.

Systems engineering involves a search for ways and mean to satisfying the functional requirement of the system as it relates to mission accomplishment and translating concepts into well-defined procedures which produce the desired system's output.

(ii) Types of Training

Different kinds of training is generally imparted to probationers, though the methods followed vary from organization to organization. These are the
1. Formal and Informal Training

Formal training is pre arranged, conducted by expert guidance in training schools. Conversely informal training is learning through experience, inservice training is the traditional and still most widely prevalent type, established in the days of British rule.

2. Short Term and Long Term Training

Short term training is of short duration— a few months— whereas long term training extends from a year to a few years.

3. Pre-entry and Post-entry Training

Pre-entry training is that provided by educational institutions; Schools, colleges or academices, its main aim is to prepare the candidates for entering public services. Post-entry training is also categorised as in service training, being imparted on the job, its main aim is to familiarise employees or recruits with the job environment and working conditions so as to enhance organizational effectiveness and efficiency.

4. Departmental and Central Training

Departmental training is provided within the department under the guidance of an experienced officer. On the other hand, upper level officials are trained in
central training institutions.

5. Skill and Background Training

Learning and having skills falls under specialized training. Background training helps the employees to understand and appreciate nature of his job.

Methods of Training

Naturally, the decision to use any instructional method depends upon the type of training programme, the participants, age, experience and other traits. Various methods exist. These are the following:

1. On Job Training Method

This method involves training the employee on the job. It is primarily concerned with developing an employee skills and inculcating work habits consistent with and oriented to existing organizational norms and existing practices.

2. Vestibule Training Method

This is a class room type of training imparted with the aid of equipment and machines identical to those in the workplace. It is a highly efficient method of training semi-skilled personnel, particularly when many employees need to be simultaneously trained for the same kind of work.
3. Demonstration and Examples

This method is also known as learning by seeing and doing. Herein, the trainer describes and displays work methods and procedures by actually performing the same in front of the trainer.

4. Simulation

This is a technique which duplicates as nearly as possible the actual conditions encountered on the job.

5. Apprenticeship

The method is specially used when job proficiency is the outcome of long-duration training, varying from 2-3 years for persons of superior ability to 4-5 years for others. The merits of this method are:
1. A skilled work force is maintained;
2. Immediate returns result;
3. Workmanship is of a high level;
4. Employee loyalty is increased and growth opportunities are of great frequency;

6. Off-the-Job Method

Off-the-Job training simply means that training is not a part and parcel of routine job activity. The actual training is imparted to those with no connection or concern with the department. These methods consist of:
1. Lectures,
2. Conferences,
3. Group discussion,
4. Case studies,
5. Role playing,
6. Programme instruction, and
7. Group training; This last sub-set includes:
   (a) association (b) audio-visual aids (c) the syndicate method (d) observation (e) supervised readings.

Administration of Training

Training is essentially the line supervisor's responsibility. The larger the organization, the more essential that someone focus professional attention on the overall in house educational policies and practices. The training specialist, though cast in the role of advisor and coordinator, also must be a simulator, a provocator and an evaluator. One of the most difficult but extremely vital steps in developing group training programmes is the selection and preparation of those expected to help instruct others in the near future. The training officer must be relentless in approach as well as skillful. Perhaps the most underdeveloped aspect of training is its evaluation. Some may despair of attempts at evaluation because they seek precision and certainty. However, at least quasi-scientific methods that help determine the extent of a particular programme's effectiveness. Evaluation may easily be misconstrued by uncontrollable events as new statutes, new top executives, budget changes, news campaigns,
political controversy and other extraneous factors. At all events, it is desirable for key evaluation to focus on the purposes the training was meant to serve and so to look for all possible indicators of such purposes being reasonably achieved.

While analysing the methods and techniques of evaluation, its working and resultant follow-up of the training programme and the trainee it is desirable to indicate guidelines like:

(a) The training programme's utility
(b) Its effectiveness and impact
(c) The satisfaction levels of both trainees and trainers, and
(d) The actual results achieved as a consequence of training

Keeping these factors in mind, a certain working group concluded that the last-actual results achieved - should be evaluated in the context of precise techniques. Yet encompassing the reactions of (a) sponsoring organizations authorities; (b) training institutes; and (c) the trainees. It was also concluded that, wherever possible, evaluations should be from the standpoint of impact of training on the community as a whole. Thus the training institute should constantly


audit its training programmes. The same group urged that training should become an indispensable part of personnel administration and career development, suitable incentives being introduced to make training a worth-while venture. In this context, it should be ensured that the fullest utilization is made of the training imparted. The group further recommended that consultancy services be introduced and advisory councils constituted for effective execution of training programmes.

Training for Urban Management

Urban management training is a problem solving mechanism. It is currently fashionable to conduct sensitivity training for urban managers. Naturally, any kind of training affects behaviour but behavioural change is a long-drawn out and complicated. An allied problem is that of a programme's duration. For participants to continue in a programme lasting more than a week is not easy. A longer programme of a fortnight or so often tends to be repetitive and loosely knit, its impact on participants decreasing greatly over time, as compared to a short-duration programme. Actually, trainees learn much more through group interaction than classroom situations. In arranging a
about minor details. He has to gingerly and carefully create and nurture conditions for learning and internalization of ideas.

To conclude, training in urban management is much more complex than commonly believed, it actually now turning out to be a specialized field with more and more emphasis and investment in urban development, an area where professionalization is surely needed. As such, no single discipline can attend to the problems of urban management. Hence training organization must develop their own identities. Every organization should have a phased training. Training should ideally be an integral part of career management, otherwise, the danger of training becoming the dumping ground disgruntled and incompetent is very real.

(Municipal Training in India)

Municipal training in India was initiated first by the Bombay-based Local Self-Government Institute established in 1926. Later known as the All-India Institute of Local Self-Government (LSG Institute). In 1966, a centre for training and research in municipal administration was created within the IIPA (IIPA centre). In 1974, the IIPA centre was renamed as the

centre for urban studies.

In India, the four national level training institutes are:

1. Local Self-Government Training Institute;
2. Indian Institute of Public Administration: It organises about a dozen short courses annually and trains a little over 200 senior and middle-level participants from various urban authorities with a majority (70%) coming from non-municipal authorities.
3. National Institute of Urban Affairs: This institute was established in 1976 with a supportive grant from the Ministry of Urban Development (MUD), which is represented in its governing body. NIUA's training activities, however, are limited to organising short trainer's courses on urban basic services at the middle management level with UNICEF support.
4. Human Settlement Management Institute: It is subsidiary of the Housing and Urban Development Corporation under the Ministry of Urban Development. It was established in 1985.

The recent 74th constitutional amendment is primarily an attempt at strengthening the municipal system through political empowerment and financial adequacy. The consequences of this amendment for future state-municipal relations are wide-ranging in terms of municipal accountability, control mechanism, decisionmaking arena, and financing methods. The
implementation of the amendment will also have resultant political fall-out calling for reform in the municipal executive and personnel arrangements. An international seminar on national policies for local government training in South Asian countries held in Colombo (Sri Lanka) in 1992, emphasised the need for:

1) anchoring training into a policy framework;
2) training of trainers in new skills and behaviour;
3) establishing a south Asian network of local government training; and
4) developing demand-side training programmes and materials to support local government capacity building.

Training in Shimla Municipal Corporation and Delhi Municipal Corporation

It is very disturbing that the Shimla Municipal Corporation does not provide any specific or designated training to its employees. Inerbitably, this is a case of dire neglect and only the corporation is to blame, perhaps lacking the capability do so. The meagre training facilities existent are available only to upper level. This is a dismal state of affairs as the municipality is responsible for providing a variety of public services. As such, the personnel of different

departments need to be oriented towards both the organization and its various functions and services, the performance and discharge of which need knowledgeable, skillful and able employees—gaps filled only through training. The All India Institute of Local Self-Government was established in April, 1951 in Bombay, with a view to educate and train municipal employees. However, this institution cater exclusively to training needs of subordinate rank employees. Apart from the training branch, the institute also boasts a 'Research Centre for Urban and Environmental Studies', which provides specialised training courses for officials of municipal councils. Training consists of general and specialised courses, seminars, syndicate meetings, workshops, conferences, group discussions, etc.

Another institution, The National Centre for Training and Research in Municipal Administration, was set up in December 1966 as a wing of IIPA, New Delhi, on recommendations of the RURC. This was followed by establishment of Regional Centres in Calcutta, Lucknow and Hyderabad.

The state of Jammu and Kashmir also lacks basic training facilities for municipal employees. At the


very most, the employees are made to procure local self government diploma at different institutes established for purposes of imparting such courses to municipal employees. However, the situation in the Shimla Municipal Corporation is much worse, the vast majority of employees not even benefitting from such poor facilities. Only a few upper level officials are given such avenues—perhaps a major consolation considering the overall neglect prevalent in Shimla Municipal Corporation, municipal employees should be sent to different kinds of training institutes of National level.

In the U.S.A. great emphasis is placed on pre-entry training provided by universities. Thus a City Manager will not be appointed unless he holds a masters degree in public administration. In contrast, Europe lacks pre-entry training, especially at lower levels of local government service. There, municipal employees get promoted after clearing certain prescribed post entry training. Sweden provides training to both councillors and upper level officials.

Shimla Municipal Corporation neither trains

officials nor councillors. There is only a single instance of training being provided to the lower and middle level employees for a few short weeks during the tenure of assistant commissioner, Arun Kumar Sharma. This was imparted in the Town Hall to employees with dismal job knowledge. The training was imparted by the said assistant commissioner and secretary of the corporation. Training to the councillors was also provided just once after the municipal elections of 1986 at the Himachal Pradesh Institute of Public Administration. It is very disconcerting that no specialists or experts are available for imparting training to the municipal employees. Thus we can say that the training system is equivalent to nill in the Municipal Corporation of Shimla.

In India whatever efforts have been made by scholars in the field of training, have been confined to the central and state level. No indepth study and research on municipal training has yet been undertaken in India. Despite whatever little research conducted, no adequate measures to provide training at the municipal level have been taken. Attempts have been made to study the following relevant aspects:

1. Training procedures/policies/facilities in Delhi and Shimla Municipal Corporations;

2. Modification of Training Policy.

4. Training Methods adopted by Delhi and Shimla Corporations.

5. Duration of Training Programmes.

6. Types of Training.

7. Training Programme for Trainers.


1. Training Facilities in Delhi & Shimla Municipal Corporations:

80 and 40 officers of the Delhi and Shimla Municipal Corporations respectively were asked if there were training facilities in their respective corporations. Of these 2 groups, 32 and 12 replied in the affirmative. These two sub-groups were asked to rate the level of the facilities available, the answer being high, moderate or low. Table 4.11 illustrates their views:

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<th></th>
<th>Highly</th>
<th>Moderately</th>
<th>Low</th>
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<tbody>
<tr>
<td>Delhi</td>
<td>20 (62.05%)</td>
<td>10 (31.25%)</td>
<td>2 (6.25%)</td>
</tr>
<tr>
<td>(N=32)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Shimla</td>
<td>7 (58.39%)</td>
<td>4 (33.33%)</td>
<td>1 (8.33%)</td>
</tr>
<tr>
<td>(N=12)</td>
<td></td>
<td></td>
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</table>

The response breakdown of the Delhi respondents was thus: 20 (62.05%), rated it as high;
10(31.25%), moderate; and a mere 2(6.25%), low. With respect to the same question the response breakdown of the Shimla officers was thus: 7(58.39%), rated it as high; 4(33.33%), moderate; and 1(8.33%), low. It is important to remember that 60% of the original 80(Delhi said the training facilities were inadequate. Interestingly, top level officers in both groups respectively were the beneficiaries of training, the possible reasons for the rating it as high. Conversely, the majority of both groups had not received any kind of training at all. Therefore, the training facilities, by and large, were woefully inadequate in both corporations.

2. Modification of Training Policy

During the course of this study, it was observed through informal interviews that no training had been provided to officials of both Delhi and Shimla Municipal Corporations. The respondents numbered 80 in Delhi and 40 in Shimla respectively. In relation to the same, 68 Delhi respondents felt that training should be introduced to reform the system. 35 of Shimla respondents felt the same. The level of the reforms needed, the choice being high, moderate, low and very low. Table 4.12 illustrates their views.
Table 4.12

Opinions Regarding Modification of Training Policy.

<table>
<thead>
<tr>
<th></th>
<th>Highly</th>
<th>Moderate</th>
<th>Low</th>
<th>Verylow</th>
</tr>
</thead>
<tbody>
<tr>
<td>Delhi</td>
<td>60(88.24)</td>
<td>8(11.76)</td>
<td>-----</td>
<td>--------</td>
</tr>
<tr>
<td>(N= 68)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Shimla</td>
<td>30(85.72)</td>
<td>1(2.86)</td>
<td>2(5.71)</td>
<td>2(5.71)</td>
</tr>
<tr>
<td>(N=35)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The response breakdown of the Delhi group was thus: 60(88.24%), rated the reform level of training needed as high; and 8 (11.76 %), moderate. No respondent felt that the level should be low or very low. With respect to the same question the Shimla respondents replied thus: 30(85.72%), felt that the reform needed was high; 1(2.86%), moderate; 2(5.71 %), low; and 2(5.71%) very low.

The table shows that vast majority of respondents of both corporations felt the dire need to introduce reforms in the training system -- more than 85% of both groups. Most of these felt that training would help them advance their careers and contribute to their respective corporations positively as well. The 15% and 12.5% of both Delhi and Shimla Municipal Corporations respectively were those who were complacent, a factor necessary making them lethargic.
employees who resist change however beneficial it may be.

3. Training in the Science of Public Administration

According to Dr. Gladden, an administrative officer's training should comprise the following:

Firstly, basic clerical procedures through study of office work and organisation; secondly, departmental training in routine and specialised tasks in one's own department; and thirdly, the theory of Public Administration. Relatedly, allowing an employee to proceed beyond a specified step in promotion ladder, he should be required to pass an examination of a professional nature (in Public Administration). All Delhi and Shimla Municipal Corporation respondents agreed to this view, a fact evidenced by Table 4.13. The responses allowed were yes, no and no opinion.

Table 4.13
Opinion regarding Training in Science of Public Administration.

<table>
<thead>
<tr>
<th></th>
<th>YES</th>
<th>NO</th>
<th>NO OPINION</th>
</tr>
</thead>
<tbody>
<tr>
<td>Delhi</td>
<td>80(100)</td>
<td>------</td>
<td></td>
</tr>
<tr>
<td>Shimla</td>
<td>40(100)</td>
<td>------</td>
<td></td>
</tr>
</tbody>
</table>
The table clearly shows that 80(100%) and 40(100%) respondents of both corporations felt that training in the Science of Public Administration is essential. They believed that comprehensive training would well acquaint them with their respective corporations general working procedures.

4. Methods of Training

Representative sample of 60 from an original 80 of Delhi respondents along with 40 of Shimla respondents respectively, as shown in table 4.14 reveals their views on the methods of training needed to be adopted by their respective corporations.

<table>
<thead>
<tr>
<th></th>
<th>Pre-Entry</th>
<th>Post-entry</th>
<th>Both</th>
</tr>
</thead>
<tbody>
<tr>
<td>Delhi</td>
<td>6(7.50)</td>
<td>9(36.25)</td>
<td>45(56.25)</td>
</tr>
<tr>
<td>(N=60)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Shimla</td>
<td>10(25.00)</td>
<td>6(15.00)</td>
<td>24(60)</td>
</tr>
<tr>
<td>(N=40)</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The response breakdown of the Delhi respondents was thus: 6(7.5%), favoured Pre-entry; 9(36.25%), Post-entry; and 24(60%), both Pre and Post entry. Thus the vast majority of both groups favoured a combination of Pre and Post-entry training methods. Regretfully, most employees of both groups stated they had received no training at all.
during their entire careers in their respective corporations. Informal discussion brought another alarming fact to light: no employee training programmes exist, a factor engendering inefficiency - more pronounced in Shimla Municipal Corporation, but also prevalent, though to a lower extent, in Delhi Municipal Corporation. However, some employees contented that Inhouse training programmes do exist. A much larger number stated they do not. Table 4.15 illustrates their views.

Table 4.15
Existence of Training Programmes

| Delhi        | 10(12.50) | 70(87.50) |
| Shimla       | 6(15.00)  | 34(85.00) |

As to whether or not in-job training programmes exist, the response breakdown of the Delhi respondents was thus: a mere 10(12.5%), said yes; and a staggering 70(87.50%), no. The response breakdown of the Shimla respondents to the same question was thus: a mere 34(85%), said no. As such, related question on the training programmes tallying with organizational goals and objectives the existence of feedback to improve administration, etc., were irrelevant.

5. Aspects of Training
Respective sample of 80 and 40 officers of Delhi and Shimla Municipal Corporations respectively, reveals the type of training favoured. The choices given were theoretical, practical and both of the preceding.

Table 4.16

<table>
<thead>
<tr>
<th></th>
<th>Practical</th>
<th>Theoretical</th>
<th>Both</th>
</tr>
</thead>
<tbody>
<tr>
<td>Delhi</td>
<td>16(20)</td>
<td>----</td>
<td>64(80.00)</td>
</tr>
<tr>
<td>Shimla</td>
<td>4(10)</td>
<td>----</td>
<td>36(90.00)</td>
</tr>
</tbody>
</table>

The response breakdown of the Delhi employees was thus: 16(20%), favoured practical training; and 64(80%), both practical and theoretical training. No respondents favoured theoretical training in isolation. The response breakdown of the Shimla respondents to the same question was thus: 4(10%), favoured practical training; and overwhelming 36(90%), favoured both practical and theoretical training. Not a single respondent favoured theoretical training by itself. The fact that the vast majority of both groups - 80% and 90% respectively - favoured a combination of the theoretical and the practical, suggests that mere theoretical training would not be beneficial. It must, the respondents felt, be combined with the practical. Such a combination would be useful and beneficial all round - to the employees and their respective organizations. This is well exemplified
in the case of probationers - who learn through first hand experience. So the major objective of training should be to sensitize the trainers to existing work realities through practical exposure combined with a proper grounding in theory.

5. Training Programmes for Trainers

Representative sample of 80 and 40 officers of Delhi and Shimla Municipal Corporations respectively, reveals the respondents views on whether or not there should be training programmes for trainers.

Table 4.17
Training Programmes for Trainers.

<table>
<thead>
<tr>
<th></th>
<th>Yes</th>
<th>NO</th>
<th>No Opinion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Delhi</td>
<td>72(90)</td>
<td>---</td>
<td>8(10.00)</td>
</tr>
<tr>
<td>(N=80)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Shimla</td>
<td>32(80.00)</td>
<td>---</td>
<td>8(20.00)</td>
</tr>
<tr>
<td>(N=40)</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The response breakdown of the Delhi respondents was thus : 72(90%), said yes ; and 8(10%), offered no opinion. No respondents answered in the negative. The response breakdown of the Shimla respondents to the same question was thus: 32(80%), said yes; and 8(20%), offered no opinion. Not a single respondent answered in the negative. Of the ones in both groups that held no opinion, this may be due to disinterest in their work environment. However, the vast
majority of both groups felt the dire need for trainers themselves to be properly and fully trained, the reasons for this were that only they could impart training and skillfully handle administrative tasks.

4.8. EMPLOYER-EMPLOYEE RELATIONS IN DELHI AND SHIMLA MUNICIPAL CORPORATION

Employer-employee relations have a debatable theme in the literature of public administration. It is widely felt, not wrongly so that in the modern era, a government with large scale administrative organizational committees for socio-economic development cannot implement or carry out its policies and programmes with effective cooperation and participation of public employees.

Maintenance of harmonious staff relations is an absolute necessity for administration efficiency and it is no longer possible for the government to do so without an effective form of consultations and negotiations.

The concept of employees associations firstly emerged in the private sector, wherein experience taught the industrial workers to expect little from their employers i.e., wages and work conditions. Initially, these workers thus organize themselves to collectively bear on their employers

should be allowed to form associations concerned with employment conditions.

The expression employer-employee relation is usually taken as synonym with industrial relations and attention is therefore, primarily devoted to the management-union relations. Since productivity levels are basic to progress, management should thus give great weight to personnel policies, especially to avoid strikes inherently bad for industry. Employee morale should be the key area of concern, the most vital factor of an organization's working. The organizational set-up along with personnel policies considerably determine employer-employee relations and related morale. Sufficient attention has not been focussed on this in India, as the attitude of one authority determines the relation of subordinates to the organization.

For employer-employee relations to be harmonious and morale to be high it is necessary that management places only such individuals who have leadership qualities and communication skills in varying levels of authority, on the basis of decision-making and gauging sub-ordinate's


views. So, it goes without saying that persons in supervisory positions should be given authority commensurate with responsibility. For morale to be high, individual employees should be nurtured at all work levels right from the recruitment to leaving the organization. Thus an employees’ physical, mental and social needs need to be well taken care of. Within the same context, an effective communication system is essential. After all morale is the level of willingness to work and this determining whether one organization is more successful than another. Employees can be motivated to do their very best provided management works towards this objective.

1. Employer-Employee Relations (Unionism)

Since the management essentially consists of getting things accomplished through the efforts of subordinates, the type of relationship existing between people within an enterprise is the single most important factor in determining how effective the said organization’s employment relations are - an area of vital concern of

all those in managerial positions. However formalized management policies and sound practices may be and however positive the union culture, and ideal situation without employee grievances' or vice versa, has never been known to exist. In any organization, sometime or the other, differences of opinion between employer and employees, workers' grievances, discipline problems and various other hindrances - absenteeism high labour turnover and the like - exist. The healthy industrial relations lead to efficiency, productivity, profitability and stability.

2. Historical Development of Human Relations

The term 'Human Relations' applies broadly to the interaction of people in all types of endeavours. Much of this interaction is in work organizations, where people have banded together in some sort of formal structure to achieve predetermined objectives. The employer, whether government, business or


co-operative - all a formal structures - has set objectives and all combine to achieve the same. Human interaction is often dubbed organizational or employee human relations. This is, therefore, the study of human behaviour at the work place and how efforts are made to produce better results. Although human relations have existed since the beginning of time, the art or science of attempting to deal with them is relatively new. In early days, men worked alone or in small groups, their work relationships being simply and straightforwardly handled. This scenario may inspire pictures of a utopia, but this assumption is largely a nostalgic reinterpretation of history, the actual conditions being brutal. Hard work and poverty simply combined to make an inappropriate environment for development of human relations. In the United States in the early 1900s, Taylor effected changes in management which paved the way for subsequent changes in human relations in business. His work eventually led to improved recognition and for enhanced productivity of industrial worker. Taylor's major work was published in 1911. During that decade interest in human relations was accelerated by World War I, the National Personnel Association was formed and later, in 1923, it became the American Management Association. In 1918, the First Silver Bay Conference on "Human Relations in The Industry" was held in New York, this continuing
afterwards as the venue, except in 1945. In the 1920s and 1930s, Elton Mayo and his colleagues at Harvard gave academic stature to human relations. To Mayo, the father of employee human relations, human problems became a new field of study and opportunity for progress. To Taylor, human problems were obstacles in the way of production. He emphasised increased production by rationalizing it, whereas Mayo and his followers sought to increase production by humanizing it.

As has already been explained, conditions of workers were vulnerable earlier often resulting in development of discordant human relations. Employees organized themselves into various unions and associations to secure better working conditions and improve their lot. The very idea of employee associations first developed in the private industry as experience taught industrial workers to expect little from their employers, with respect to better wages and work conditions, without bringing their collective strength to bear on their employers.

3. Distinction Between Unions And Association

Though the organizations of upper level government employees are generally called

'associations' organizations of lower level employees are called 'unions'. But the real difference between the two kinds of organizations is one of outlook and method, rather than of mere name. The professed object of the association is to enable their members to periodically meet in conferences to exchange ideas and experiences. Association do not step to in politics, refrain from demanding a monopoly of state employment or any other special privileges for their members. However, self-imposed prohibitions are observed. Unions on the other hand, do not observe such taboos. They aggressively and openly seek to improve wages and work conditions, this being then militantly pursued and avowed object.

The aims of employee organizations are to:

1. Pressurize the government for employment of pay and service conditions;
2. Provide a forum for employees to exchange ideas and experiences;
3. Foster the growth of esprit de corps and group consciousness among members;
4. Increase employees morale;
5. Enhance the members prestige;
6. Undertake research on specific problems and disseminate up-to-date information;

7. Make suggestions to the authorities for the reform and improvement of the service.

8. Formulate a code of ethics for members to follow in their work and conduct.

A question of great importance that arises is what means may be legitimately employed by employees associations in furthering their purpose. Below given are some legal rights of public employees in India.

1. Political Activity

Though public employees have the unaqualified right to vote, they are not free to engage in politics.

2. Right to Associate

Article 19(1) of the Indian constitution recognizes the right to associate, but this right is subject to certain restrictions. Employees are allowed to form their associations, but are not allowed to join or form any political party.

3. Right to Affiliate

In India, there is no legal restriction on the public employees association in matters of affiliation to outside bodies, though the service rules penalize disobedience of orders.

4. Right to Strike

Strikes depend upon socio-economic conditions prevailing in the country. The worse the conditions of the employment in the civil service and the more adamant and unreconciliatory the attitude of the government, the greater will be the chances for bitterness and strikes of employees. In India, after the experience gained from the general strike of July 1960, the government has prohibited strikes in certain specified services, like Ordinance, Post and Telegraph, Railways etc.

5. Need for Whitley Councils in India

Whitley Councils had their origin in England and are based on the report on relations between employers and employees submitted by the Whitley Committee under the Chairmanship of Mr. Whitley, the Speaker of the House of Commons in 1917. This committee had recommended the establishment of joint industrial councils, with an equal number of representatives of employers and employees, to promote cooperation and understanding to improve efficiency in public service and promote the welfare of the staff. Another important objective of this committee provide machinery for resolving grievances of service conditions and thereby determine general principles on the same.

6. Evaluation of Whitley System

One of the greatest advantages of Whitley Councils has been the increasingly harmonious relationship between the staff and the government. They have helped in raising the morale and efficiency of administration. The universal testimony is that Whitley Councils have created good will and harmonious relations between staff and the authorities. However, Whitley Councils have also faced hostility in Britain.

In India, though staff councils in each of the central ministries have been set up like the Whitley Councils in England, they cannot really said to be similar, except for their nomenclature. Though their objectives have been laid in very wide terms, their powers are greatly limited in scope. Unlike in England, there are no central or national councils or district committees to spot out local problems of the staff. Overall, there is a dire need for real Whitley Councils in India as the existing arrangements provide neither for settlement of disputes nor opportunities for preventing the same.

4.3. STUDY AND ANALYSIS OF DATA ON EMPLOYER-EMPLOYEE RELATION IN SHIMLA AND DELHI MUNICIPAL CORPORATIONS

The relationship between employer and employee is significant, in the
sense that either it blossom, withers, spreads over decades till the retirement period, or ends abruptly owing to one reason or another. Neither the employer nor the employee alone should be blamed for this malaise, for there are various factors which contribute to the relationships stability or termination. The success of organization also plays an important role in strengthening it. The emphasis should be on organizational interest rather than on parochial considerations. A congenial climate should be created within the organization for employees to exchange views on matters of organizational Interest. With respect to this the following aspects have been studied:

1. Satisfaction of Employer-Employee Relations;
2. Attitude of Employer;
3. Employer-Employee Association;
4. Establishing Work Committees;
5. Machinery for Redressal of Grievances.

1. Satisfaction with Employer-Employee Relations

Mutual trust and understanding between employers and employees is essential to satisfactory and amicable relations. Of 80 and 40 Delhi and Shimla Municipal Corporation Employees respectively, 60% of the former and all 100% of the latter were found to be satisfied, but the degree greatly varied. The two groups were then asked to be
more specific, the options being high, moderate, low and very low.

Table 4.18
Satisfaction with Employer-Employee Relations

<table>
<thead>
<tr>
<th>Highly Satisfied</th>
<th>Moderate Satisfied</th>
<th>Low</th>
<th>Very Low</th>
</tr>
</thead>
<tbody>
<tr>
<td>Delhi (N= 48)</td>
<td>12(25.00)</td>
<td>24(50)</td>
<td>8(16.67)</td>
</tr>
<tr>
<td>Shimla (N=40)</td>
<td>12(30)</td>
<td>14(35.00)</td>
<td>8(20)</td>
</tr>
</tbody>
</table>

The response breakdown of the Delhi group was thus: 12(25%), rated the satisfaction level as high; 24(50%), moderate; 8(16.67%), low and 4(8.33%), very low. The response breakdown of the Shimla group to the same question was thus: 12(30%), rated the satisfaction level as high; 14(35%), moderate 3(20%), low and 6(15%), very low. Shimla Municipal Corporation employees expressed however, a higher level of high satisfaction possibly due to its small size - a fact making mutual and amicable settlement of disputes more possible.

(i) Causes of Disharmony

Since little disharmony existed in Shimla Municipal Corporation, no causes for disputes were advanced, this not being the case in Delhi Municipal Corporation. The latter advanced the following reasons as the causes of disharmony:
1. Disinterest of municipal employees in their work and disinterest of municipal officers in the welfare of their employees.

2. Centralization of power often results in unsatisfactory relations and irresponsibility of municipal employees in taking their responsibility seriously.

(ii) Improving Relations Among Employers-Employees

The Delhi Municipal Corporation respondents suggested means of improving relation between employers and employees by mutual understanding and between amicable settlements of disputes. They also periodically demanded proper facilitation of funds, interaction, decentralization, better communication, periodical negotiation and convening of monthly and fortnightly meetings.

2. Attitude of Employers

80 and 40 officers of the Delhi and Shimla Municipal Corporation respectively were asked if their employees were authoritarian in attitude. Of these two groups, 36(45%) and 12(30%) respectively said yes. Those answering such were asked to rate the degree of authoritarianism, the option given being high, moderate and low.
Table 4.19

Level of Employers Authoritarian Attitudes

<table>
<thead>
<tr>
<th></th>
<th>Highly Satisfied</th>
<th>Moderate Satisfied</th>
<th>Low Satisfied</th>
</tr>
</thead>
<tbody>
<tr>
<td>Delhi</td>
<td>12(33.33)</td>
<td>20(55.56)</td>
<td>4(11.11)</td>
</tr>
<tr>
<td>(N=36)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Shimla</td>
<td>4(33.33)</td>
<td>6(50.80)</td>
<td>2(16.67)</td>
</tr>
<tr>
<td>(N=12)</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The response breakdown of Delhi group was thus: 12(33.33%) rated it as high; 20(55.56%), moderate and a mere 4(11.11%), low. The response breakdown of the Shimla group to the same question was thus: 4(33.33%), rated it as high; 6(50.80%), moderate and a mere 2(16.67%) low. The high and moderate responses of the both groups indicate that authoritarianism is a major problem, this response possibly having its genesis in employee victimization.

3. Employee-Employer Associations

Associations in corporations occupy an important position and play a vital role in the contentment of the mass of employees. Within this context, 80 and 40 employees of Delhi and Shimla Municipal Corporations respectively were asked whether or not they favour employer-employee associations. Of these two groups, 28(35%) and 14(35%) respectively said yes. These two groups were then asked to what extent they favour such associations, the options being High, Moderate, Low and very Low. Table 4.20 illustrates their views.
Table 4.20
Favouring of Employer-Employee Association

<table>
<thead>
<tr>
<th></th>
<th>Highly Favour</th>
<th>Moderate Favour</th>
<th>Low</th>
<th>Very Low</th>
<th>Low</th>
</tr>
</thead>
<tbody>
<tr>
<td>Delhi</td>
<td>16 (57.14)</td>
<td>8 (28.57)</td>
<td>-</td>
<td>4 (14.28)</td>
<td></td>
</tr>
<tr>
<td>(N=28)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Shimla</td>
<td>5 (35.72)</td>
<td>7 (50.00)</td>
<td>1 (7.14)</td>
<td>1 (7.14)</td>
<td></td>
</tr>
<tr>
<td>(N=14)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The response breakdown of the Delhi respondents was thus: 16 (57.14%), rated their satisfaction level with the association as high; 8 (28.57%), moderate and 4 (14.28%), very low. No respondents simply rated it as low. The response breakdown of the Shimla respondents to the same question was thus: 5 (35.72%), rated it as high; 7 (50%) moderate; 1 (7.14%), low and 1 (7.14%), very low. Out of those who said yes, majority favoured association or unions, chiefly as means for ameliorating social, economic and political ills. The power wielded by such associations or unions was seen as a major means of achieving such objectives of upliftment and interlinked harmony.

4. Employer-Employee Associations

Employer-employee associations are directly related to the subject of negotiations between employer and employees. In Delhi Municipal Corporation, 36 (45%), respondents favoured
direct negotiation to a high extent; 28(35%), to a moderate extent and 16(20%), to a low extent. In Shimla Municipal Corporation breakdown was thus: 31(77.50%), favoured direct negotiation to a high extent; 7(17.50%), to a moderate extent and 2(5%), to low extent. Therefore, the majority strongly favoured direct negotiation, it being a mechanism to avoid delays—this fact being common in lengthy tribunal hearing etc. However, the negative aspect of association and trade unions is the over-reliance and overdependence placed on them by its members.

5. Establishing Work Committees

80 and 40 officers of Delhi and Shimla Municipal Corporations respectively were asked as to what degree they believe in establishment of work committees. The options given were high, moderate, low and not at all. Table 4.21 illustrates their views.

Table 4.21

<table>
<thead>
<tr>
<th>Degree of Support for Establishing Work Committees</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
</tr>
<tr>
<td>Delhi</td>
</tr>
<tr>
<td>(N=80)</td>
</tr>
<tr>
<td>Shimla</td>
</tr>
<tr>
<td>(N=40)</td>
</tr>
</tbody>
</table>
The response breakdown of the Delhi group was thus: 28(35%), supported the establishment of work committees to a high extent; 20(25%), to a moderate extent and 12(15%), to no extent. The response breakdown of the Shimla group was thus: 24(60%), supported the establishment of work committee to a high extent; 10(25%), to a moderate extent; 2(5%), to a low extent and 4(10%), to no extent. Unfortunately till date not a single work committee exists in either of the corporations studied.

6. Machinery for Redressal of Greivances

Analysis of data reveals that 60% of Delhi Municipal Corporation, respondents are in favour of setting up of machinery for redressal of grievances as compared to 40% of respondents of Shimla Municipal Corporation. Those who have given their consent were of the view that there should be independent machinery called 'Grievance Man' in the corporation like Lok Ayukta Institution, but those who have shown discontentment for establishing such type of redressal machinery were of the view that it should not be established in the corporations as it will be totally under the political influence of elected body or elected government. While in Delhi Municipal Corporation, it was observed that already a grievance cell is functioning under the direct control of commissioner and in Shimla Municipal Corporation, labour
courts are working efficiently for setting disputes. A 'grievance' is defined as any real or imagined feeling or personal injustice which an employee has concerning his employment relationship and grievance system is a formal system by which grievances are expressed, processed, judged in an organization, and help to bring grievances into the open so that corrective action could be taken to adjust current grievance and to take more general action to prevent future grievances.

Grievances are a fact of employer-employee relations. Personnel injustice, real or imagined, is unavoidable to a certain extent wherever interaction takes place. The work environment is no exception to this.

A representative sample of 80 and 40 employees of Delhi and Shimla Municipal Corporation respectively addresses the question of whether or not machinery for redressal of grievances needs to be established. The table 4.22 illustrates their views.

Table 4.22
Desirability for Establishing Machinery for Redressal of Grievances.

<table>
<thead>
<tr>
<th></th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Delhi</td>
<td>48(60)</td>
<td>32(40)</td>
</tr>
<tr>
<td></td>
<td>(N=80)</td>
<td></td>
</tr>
<tr>
<td>Shimla</td>
<td>16(40)</td>
<td>24(60)</td>
</tr>
<tr>
<td></td>
<td>(N=40)</td>
<td></td>
</tr>
</tbody>
</table>
60% Delhi respondent felt a great need for proper machinery for redressal of grievances. 40% of Shimla respondent felt likewise. Those stating the need for a redressal machinery said that this should be independent of the corporation, it ideally being a "grievance man" or lok ayukta. This view stems from the fact of total political influence it will be susceptible to if it is contained within the corporation. A 'Grievance Cell' is already functioning in Delhi Municipal Corporation under the direct control of the commissioner. Grievances of Shimla Municipal Corporation employees are efficiently handled by labour courts. All in all, however, a great deal needs to be done to establish a grievances redressal machinery which acts independently, without bias, efficiently, and above all, in the interest of justice.

Conclusion

The recruitment process in Shimla Municipal Corporation cannot be said to be a sound one as the topmost positions which require an experienced personnel are filled through deputation—a phenomenon which needs to be discontinued. Deputationists generally lack the knowledge of their future jobs. They take less interest in their work or if so ever they show interest also, their tenure hinders their working. Officers are deputed to the top positions for a year or two and on completion of their term they
are posted back to their respective departments. Having deputationists on the top ranks means having novice leader. It is thus necessary on the part of state government to discontinue this practice of deputation so that the efficiency of municipal administration may be maximised. Similarly though recruitment process in Delhi Municipal Corporation is a better than that of SMC but system of deputation prevails there also. Problem as how to make recruitments in the Shimla Municipal Corporation has not been tackled since last many years. The corporation does not have any rules and regulations in the absence of which it really becomes difficult for recruiting authority to make recruitment. This happens especially when recruiting authority is pressurized by the political elite to effect recruitments according to their whishes. Although the problem of recruitment procedures/rules or regulations is not faced in MCD but the political interference definitely results in impeding the efficiency of the corporation as the personnel to be recruited under pressure may not be fit for the job. As per merit as a criterion, it should only be given consideration while making recruitments. Matching of recruitment qualifications with the job description was another problem studied. In order to have effective personnel for efficient working of corporation, qualification for recruitment should match the type of job to be undertaken. As per training it can be said that there is an acute shortage of trained
municipal personnel. More over no adequate training arrangement exist for municipal personnel at lower and middle level this problem being more acute in Shimla Municipal Corporation. Usually the officials appointed are not qualified thus resulting in incompetent and unqualified staff. Thus the present position of municipal personnel is quite unsatisfactory in both the corporations.

The promotion system prevailing in an organization directly affects its working. Delhi Municipal Corporation has a sound promotional system where as in Shimla Municipal Corporation it is quite unsound. It was so amazing that despite this the responses of employees in SMC also revealed that they were highly satisfied with what ever promotion practices are continuing in SMC. This may be due to lack of willingness or awareness on the part of employees to have their own well prescribed rules and regulations for promotion. Employees should be aware of the benefits of having their own promotional rules and regulations. The political interference also hinders the promotion system like the recruitment process. Rather this politics has prevaded each and every facet of human life resulting in regression rather then progression. As regards the promotion policy a sound promotional policy should be based on performance evaluation of an employee, which is quite contrary to
respondents' views in MCD and MCS. Majority of employees in MCD gave consideration to merit-cum-seniority whereas in MCS a majority goes to seniority only. Employer-employee relations in both the corporations were studied in context of following: Satisfaction with their relations, attitude of employers, employer-employee associations, work committees and machinery for redressal of grievances. As regards their satisfaction, MCD employees were satisfied to the extent of 60 percent as compared to 100 percent of MCS employees. Employers did show authoritarian attitudes in both the corporations, extent varying differently i.e. 45%, in MCD and 30%, percent in MCS. Only 35% of employees in both the corporations were found to be in favour of having employer-employee associations. The question of employer-employee association is directly related to that of negotiations. Thus they were asked whether they believed in direct negotiation, majority in both the corporations strongly favoured direct negotiations so as to avoid delays in sorting out their disputes. 60 percent of MCD employees and 40 percent of MCS employees were found desirable for setting up a machinery for redressal of grievances in the corporation itself.

We can now see that the problems confronting both Delhi and Shimla Municipal Corporation employees are massive and need to be urgently attended to. However, simply wishing to solve
them will not make them disappear. Both employers and employees need to work them out on a constant and daily basis, based on mutual welfare and the interests of organizations. Necessarily, a lot of unpleasant decisions are involved but these must be taken. Progress is not effected by inertia and complacency. Given the requisite determination and courage, all involved can positively contribute for a better work environment, related job satisfaction and forward movement of the organizations. As public enterprises, they should be helped to properly serve the public they are meant to.