CHAPTER 5

PERSONNEL ADMINISTRATION
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Introduction

Promotion of agricultural production and productivity in the state is based on the availability of human and material infrastructure which in turn depends on the capability, motivation and performance of the personnel working in the Directorate of Agriculture. They constitute an indispensable and integral work force of the state government engaged in the task of agricultural development, where they have a significant role to play.

To quote the late Prime Minister of India: "If government has to do more for the people, its employees must play a more dynamic and more creative role as an instrument for implementing government policies and programmes." On them, depends the efficient and effective functioning of the government.

Even poorly devised machinery may be made to work effectively if it is manned with well-trained, intelligent.

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1Presidential Address by Mrs. Indira Gandhi delivered on October 22, 1971, at the annual meeting of the Indian Institute of Public Administration, New Delhi.
imaginative and devoted staff. On the other hand, the best planned organisation may produce unsatisfactory results if it is operated by mediocre and disgusted employees.¹ Many elements combine to make viable and dynamic administration, namely, leadership, organisation, finance, morale, methods and procedures, but greater than any of these is manpower. It is imperative that human element should be competent enough to implement the policies and programmes of the state. Personnel administration is responsible for the achievement of the various objectives of the organization. Without proper personnel management, no work can be done in any organization in an effective and fruitful manner.

Personnel administration in a public sector enterprise, especially in the field of agriculture, confronts special kinds of problems and dilemmas. The commercial nature of agriculture enterprise enjoins upon its employees to have faith, commitment and dedication towards their profession and in turn demand service conditions comparable to those of the private sector.

The growth of the Directorate of Agriculture during the past two decades has resulted in the proliferation of the number of its employees.² Right from recruitment to retirement, the Directorate of Agriculture wants to be distinct as regards

²Except for the period from 1982-85, because of the blanket ban imposed by the State Government for economy purposes.
its personnel administration, yet the fact remains that the uniformities of personnel system developed in several other public sector corporations continue to dovetail its functioning. As an administrative organisation, the Directorate of Agriculture is a State organisation having its personnel from all corners of the State on its pay rolls. From the Director down to the unskilled labourer i.e. Beldar, its personnel includes employees who do manual, technical, semi-skilled, skilled, administrative, engineering, statistical and commercial jobs of different nature at various levels. As the agricultural network of the State expands, the developmental needs of the Directorate pressurise it to open new offices and branches, recruit its employees carefully, train them in the latest scientific techniques of management of agriculture and to provide them such service conditions as may prove conducive to high quality of agricultural service. Thus personnel administration in the State Directorate of Agriculture is of paramount importance.

Before an attempt is made to deal with important issues of personnel administration in the State Directorate of Agriculture, it is necessary to have a look at the background of the Agricultural Services in India.

HISTORICAL PERSPECTIVE OF THE AGRICULTURAL SERVICES IN INDIA

As discussed in the chapter on Organisation, the history of agricultural service in India dates back to the year 1876
when Department of Agriculture was set up. Prior to 1920, only Bombay and erstwhile Central Provinces had a regular Provincial Agricultural Service but as a result of the recommendations of the Islington Commission,¹ such services were constituted in all the states after 1920, partly by absorption of special posts, partly by promotion from subordinate services and partly by direct recruitment. Below the Provincial Service, there were Subordinate Services with varying rates of pay, for which the qualification required was a degree or diploma in agriculture.

Royal Commission on Agriculture, 1928

The Royal Commission on Agriculture, 1928² made important recommendations with regard to the service conditions, but unfortunately most of these recommendations have not been implemented. It recommended that —

(i) the pay scale of the Indian Agricultural Service should be sufficient for Class I appointments with special pay for research and administrative posts requiring exceptional qualifications;

(ii) agricultural research in India required men who combined scientific knowledge and technical research of the first order, with a vision and creative power essential to the opening of an original line of work. They should be recruited to Class I Service and those not fit to carry on the work along well established lines, be appointed to Class II and the promotion from Class II to Class I were to be rare in the case of research posts;


(iii) on the administrative side, vacancies in Class I appointments be normally filled by promotion from Class II officers;

(iv) promotion to Class II posts should be directly by selection on grounds of merit and that no weight should be attached to seniority;

(v) the posts of Director of Agriculture and the Principal of an Agricultural College were scheduled as selection posts, outside the cadre of Class I officers; and

(vi) the Director of Agriculture should be placed on terms of equality with the Heads of other important Departments, such as those of the Public Instructions and Forests and the officers selected for the Directorship should combine administrative capacity with high scientific qualifications.


The Joint Indo-American Team on Agricultural Research and Education in its Report 1955 submitted that:

(a) some of the major difficulties in the way of developing improved technical leadership in the fields of agricultural research, education and related advisory services are due to current policies of administration and personnel management;

(b) the problems relating to professional agriculturists and their administration in India are numerous and complex. They must be analysed carefully and definite steps be taken to improve the position of agricultural scientists and educationists, if technology in agriculture in the country is to make progress; and

(c) the direction or supervision of research or educational programmes in agriculture, as in any other field, must be entrusted to individuals who have a full understanding of the potentialities in these technical fields. The head of a research institution must be a stimulating and driving force. Proper technical leadership will lend stability and provide for continuous progress in research. The same general qualities are required in

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the education and extension fields. There a tendency in some states or institutions to place non-technical administrative officers in charge of agricultural research, education and other technical services. This is a move toward mediocrity in technology.

**Report on India's Food Crisis and Steps to Meet it, 1959**

The Report on 'India's Food Crisis and Steps to Meet it, sponsored by the Ford Foundation in 1959\(^1\) stated that the most competent agricultural technicians and scientists at the Centre in such fields as rice and other cereal crop production, irrigation, plant protection, soil fertility, animal husbandry, farm management and agricultural economics must be recruited to give broad, general leadership to the State Extension Specialists. It also stipulated that the men selected must be capable of commanding the total respect of their counterparts in research. At State and District levels, men of similar qualifications are needed to provide leadership and direction to the men in Blocks and villages. This report also highlighted the poor conditions, attributable to lower salaries, lack of respect and status for agricultural employment, insecurity in the job, limited promotional avenues, and political interference in appointments in some areas.\(^2\)

**Agricultural Administration Committee, 1958**

The Government of India constituted a Committee in February, 1958 with Raja Surendra Singh of Malagarh as the

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1. India, Ministry of Food and Agriculture, *Report on India's Food Crisis and Steps to Meet It* (Delhi: Ministry of Food and Agriculture, 1959).
Chairman to suggest simplification of administrative and financial procedures in order to expedite the implementation of agricultural production schemes, model agricultural organisations and delegation of suitable powers at various levels in the States so that agricultural production could be carried out speedily. The recommendations of the Nalagarh Committee paid particular attention to the improvement in the service conditions of the agricultural personnel and recommended a number of measures towards this end. These included a reduction in the percentage of temporary posts by converting them into permanent ones, improvement in the scale of pay so that the technical officers in the Agriculture Department at par with similar officers in other services, recognition of merit at all stages, providing suitable prospects of promotion in order that technical personnel of the required calibre are absorbed in their field of specialisation, review and updating of rules for recruitment, confirmation and promotion. The Committee observed:

"If the importance, which is due to the technical services, has to be given to them and the principle of parity between the technical services and the administrative services, as has been voiced by our leaders is to be accepted, then it is essential that the technical services be paid at rates at par with administrative services."

Most of the problems indicated by the Nalagarh Committee persist even now. The basic obstacle is that the Directorate

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1 India, Ministry of Food and Agriculture, Report of the Agricultural Administration Committee (Delhi: 1958)

2 Ibid., p.25.
of Agriculture has not been provided the desired cadre and status. The Committee observed that the agricultural personnel must be provided adequate salary, proper status and sufficient security. The Committee further stressed that the method of recruitment, appointment, confirmation and promotion should lay greater emphasis on merit than on seniority. Devotion to work and ability to achieve the results should be given premium in the matter of promotion. The Malagath Committee also strongly recommended the constitution of an All-India Agriculture Service and regarded it as essential for raising the morale and efficiency of agricultural services, and for attracting the best talent to them.


In March, 1957, the Planning Commission set up a Committee on Agricultural Personnel under the chairmanship of Sh. P.N. Thapar to examine the position of trained technical, scientific, and administrative personnel, with special reference to existing or expected shortage. The Committee made several recommendations regarding personnel matters. Some of these are:

(i) for effective technical guidance to the Village Level Workers, the Block level staff should be strengthened.

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(ii) there should be five Agriculture Subject-Matter-Specialists at the District level with Post-graduate training; and

(iii) there should be some link between Agricultural colleges and Central Research Institutions.

WORKING GROUP ON INTER-DEPARTMENTAL AND INSTITUTIONAL COORDINATION FOR PRODUCTION, 1963

The Working Group under Dr. Ram Subhag Singh¹ was set up as a consequence of the recommendations of the joint conference of State Ministers of Agriculture and Community Development and Panchayati Raj held in 1963 with the object to review the existing arrangements and suggest concrete measures for bringing about adequate coordination within the entire administrative and organizational structure from village level to that of the State.

The Working Group recommended the constitution of two Co-ordination Committees, one at the Secretariat level under the chairmanship of the Chief Secretary and the other at the Cabinet level with the Chief Minister as the chairman, to take prompt and effective decisions. It desired that at the District level, the District Agricultural Production Officer should assist the Collector in coordinating the efforts of all the Departments concerned with agricultural production and at the Block level, the Block and Development Officer should be responsible for the implementation of the

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agricultural programmes. The Block Development Officer should exercise administrative control over the Extension Officers borne on the Cadre of the respective technical departments who in turn should have administrative jurisdiction over the Village Level Workers.

Report of the Working Group for the Formulation of Fourth Five Year Plan Proposals on Agricultural Administration, Personnel, Education and Training

For the preparation of the projects for the Fourth Plan, the Ministry of Food and Agriculture (Department of Agriculture) constituted a working group for the Agricultural Sector under the chairmanship of A.D. Pandit. The Working Group was required to consider the problems relating to agricultural administration, personnel requirements and general education and training in spheres of Agriculture, Animal Husbandry and Extension. The Working Group stressed the need of teaching and research in the Agriculture Sector. It also expressed the view that for the desired impact on the production programmes, a large number of extension workers duly educated and trained, are needed at the Block level to guide the farmers in the agricultural operations.

Report of the Study Team on Agricultural Administration, 1967

The Study Team on Agricultural Administration appointed by the Administrative Reforms Commission in 1967

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strongly recommended the setting up of an Indian Agricultural Service. The Study Team regarded it as essential for raising the morale and efficiency of agricultural service and for attracting the best talent to it. However, the Indian Agricultural Service for which the Study Team brought out the Draft proposal remains yet to be constituted. It has also to be decided if there should be an integrated service covering all agricultural disciplines or that there should be a separate service for Veterinary and Animal Husbandry.

Some of the other recommendations of this Team are that:

(i) policies with regard to staffing of posts in agricultural administration should be immediately changed so that technical experts can occupy key posts;

(ii) staff members in agricultural administration should receive remuneration at least equal to that received by personnel in other technical departments at their corresponding levels;

(iii) the agricultural administration should be transformed into a service organization;

(iv) the sole criteria in filling up posts in agricultural administration should be qualifications and competence of persons; and

(v) there should be complete decentralisation of functions and responsibilities in agricultural administration.

Report of the National Commission on Agriculture, 1976

The National Commission on Agriculture, 1976 in its report also dealt with some issues related to personnel

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administration in Part XIV. The Commission made several recommendations, some of which are\(^1\); that:

(i) an All India Agricultural Services should be constituted immediately. This service should have different wings dealing with agriculture, animal husbandry and fisheries. In addition, there should be State agricultural services, junior and senior, with provision for inducing competent persons from the Senior State Services to the All India Services on a quota basis;

(ii) all States should follow uniform pay scales and prospects for the agricultural cadres which should be comparable to those in the administrative services;

(iii) the various directorates connected with agricultural development should be specifically declared as technical organisations and a provision to the effect that the posts of Directors of these Directorates should be held by technical officers alone, be incorporated in the recruitment rules;

(iv) the cadre of the departments concerned with agricultural development should be built on a stable basis taking into account a total and long term view of the additional requirements of the developmental staff;

(v) the top management posts in the Secretariat at the State level including those of Secretaries and Joint Secretaries should be held by the technical officers of the various directorates and executive departments. Technical officers should be provided the maximum opportunity for manning senior positions of management of agricultural development corporations, agencies, boards etc; and

(vi) training in agricultural administration and management should be given at the point of entry into the service both for recruits to the proposed Indian Agriculture Service as well as to the incumbents of other posts in the Central and State

agricultural departments. Provision should also be made for in-service training which should be given to all within a certain period of service, say 5 to 7 years after an officer has joined duties. For the purpose of in-service training, the State level technical officers from agricultural assistants to the top level posts at the State level may be divided into four categories in accordance with their scale of pay, position and functions. The training programmes and their contents may be formulated keeping in view their functions and responsibilities.

However, it may be stated that many of the recommendations which the National Commission on Agriculture made, remain yet to be implemented.

PRESENT AGRICULTURAL SERVICES IN THE DIRECTORATE OF AGRICULTURE

In the Punjab State, a majority of the population depends upon agriculture for its livelihood and agriculture is the basis of the entire state economy. Government action is, therefore, imperative to raise agricultural production, its productivity, its rate of growth and to improve the lot of the producer and his family. The State functions through its public Services to improve agricultural productivity. In recent years, their role has become more varied, significant and crucial. The State Government is, therefore, keen to improve the efficiency and effectiveness of Agricultural Services. The major technical discoveries and other farm improvements, propounded recently by the researches carried out in Punjab Agriculture University, Ludhiana and Indian Council of Agriculture Research have to be disseminated and extended to the farmers and other functionaries in the field.
for their effective social, economic, scientific and
technological transformation which is possible through
these services alone. The concept of development planning
in India demands improvement of Agricultural Services.¹
Effective planning in Agriculture requires the establishment
of clear goals and demands realistic and proper attention
to achieve the targeted goals. It calls for new strategy
and other objective measures to monitor and evaluate the
progress in agriculture and their comparison with other
sectors of the economy. The expected realisation of ever
rising targets in agriculture casts a duty on the Directorate
to improve its performance both in quantity and quality so
that agricultural services may not lag behind other public
activities and this is possible through its managerial
Services.

A closer view, however, reveals that the State
Government is finding its existing administrative machinery
unsuitable to perform this uphill task and carry on the new
burdens placed upon it, to the satisfaction of the benefici­
aries. Ineffective administration can block efforts to
improve the efficacy of technical services. With a view to
improving the agricultural services, an attempt has been made
here to deal with some of the issues connected with the
personnel administration.

¹India, Ministry of Agriculture and Irrigation Department
of Agriculture, Studies in Extension Training,
Administration and Management (New Delhi: Extension
Education Institute, December, 1975), pp. 52-56.
1. MAN POWER PLANNING

Man power Planning is a technique of correcting imbalances between the manpower demand and the manpower supply in the economy.¹ According to Fainsod, "Manpower planning represents a system approach to personnel in which the emphasis is on the inter-relationship among various personnel policies and programmes."² Manpower planning is not only concerned with the balancing of demand and supply of different categories of manpower but also with overall development and utilisation of manpower resources of the organisation. Nuclear energy, oil energy, solar energy, wind energy, are significant but without human energy, there can be no development.³ In the field of agriculture in the State, planning of manpower is naturally fundamentally imperative. As shown in Fig. 5.1, the future goals of the organization can be achieved only if the required staff is capable, competent and is made available, failing which their attainment is shelved.

Administrative Services

Agricultural Services in the Directorate of Agriculture have four categories of employees; first, agri-

MANPOWER PLANNING PROCESS:
A FRAMEWORK.

Fig. 8.1
cultural technicians ranging from university trained agricultural engineers to technical assistants; secondly, those having secondary school background and/or junior staff with elementary agricultural training; thirdly, those falling within administrative and ministerial cadres, who are equally essential for the effective operation of the agricultural services even though they have no training in agriculture. Finally, there are a large number of operating staff who are relatively unskilled and are available in abundance from the local market.

Administrative Set-Up

The administrative organization of the Directorate of Agriculture looks after the growing demands of its employees, their job-evaluation and job-satisfaction, employees-management relations and also the farmers with a view to enhance the agricultural output. The Directorate has been expanding its functions and activities and there has been phenomenal increase in the number of its employees since 1960. With the transfer of its activities to agencies such as MARKFED, PUNSUP, Agro-Industries Corporation, Punjab Warehousing Corporation, Minor Irrigation Tubewell Corporation and the like, their number has of late dwindled. The administrative structure of the Directorate is also now top heavy at the top since there is concentration of higher posts at the state
headquarters as shown in the table that follows:

**TABLE 5.1**
(As on March 31, 1985)

**Strength of Staff at the State Headquarter and Field Officers**

<table>
<thead>
<tr>
<th></th>
<th>Headquarter</th>
<th>Field Agencies</th>
<th>Total</th>
</tr>
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<tbody>
<tr>
<td>Class I</td>
<td>47</td>
<td>30</td>
<td>77</td>
</tr>
<tr>
<td>Class II</td>
<td>102</td>
<td>88</td>
<td>190</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>149</strong></td>
<td><strong>118</strong></td>
<td><strong>267</strong></td>
</tr>
</tbody>
</table>

The data in the above table clearly indicates that Class I and Class II posts are concentrated at the headquarters as compared to the field to which they rightfully belong. In a system where higher posts are monopolised by the headquarters, the staff at the lower levels does not evince much interest and their initiative is hampered and blunted. It is, therefore, desirable that there may be dispersal of senior posts from the headquarters to the field agencies along with their work, powers and functions as envisaged under the chapters on 'Organization' and 'Decentralization' so that guidance and expertise of senior technical personnel is available at the lower levels. This will stimulate the officials working in the field to take initiative and show interest in the implementation and decision-making process of programmes and policies of the state government.
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Class I</td>
<td>65</td>
<td>94</td>
<td>122</td>
<td>84</td>
<td>82</td>
<td>76</td>
<td>76</td>
<td>77</td>
<td>77</td>
</tr>
<tr>
<td>Class II</td>
<td>135</td>
<td>163</td>
<td>167</td>
<td>181</td>
<td>194</td>
<td>188</td>
<td>188</td>
<td>190</td>
<td>190</td>
</tr>
<tr>
<td>Class III</td>
<td>3075</td>
<td>3563</td>
<td>4064</td>
<td>3825</td>
<td>3672</td>
<td>3527</td>
<td>3527</td>
<td>3617</td>
<td>3617</td>
</tr>
<tr>
<td>Class IV</td>
<td>1909</td>
<td>1921</td>
<td>1964</td>
<td>2356</td>
<td>1928</td>
<td>1757</td>
<td>1757</td>
<td>1760</td>
<td>1761</td>
</tr>
<tr>
<td>Total</td>
<td>5184</td>
<td>5741</td>
<td>6317</td>
<td>6446</td>
<td>5876</td>
<td>5548</td>
<td>5548</td>
<td>5644</td>
<td>5645</td>
</tr>
</tbody>
</table>

Source: Figures have been collected from the Directorate of Agriculture, Punjab, Chandigarh.
Personnel Strength

A relative look at the manpower of the Directorate of Agriculture, Punjab, for the period 1976-77 to 1984-85 is given in the table 5.2. It is clear from the table that there has been no appreciable increase in the strength of the staff working in the Directorate of Agriculture even though the agricultural operations have been constantly on the increase. We have already recorded the reasons for their stagnation in the preceding paragraph. From the table, it is evident that the strength of Class I officers which was 65 in 1976-77 has risen to 77 in 1984-85, showing an average increase of 2.05 per cent annually. The maximum strength of Class I officers was 122 in 1978-79 and it came down to 84 in 1979-80. This happened due to the carving out of the Department of Horticulture by bifurcating the Directorate of Agriculture from which a few Class I posts were transferred to the former. The strength of Class I officers remained the same for the next five years because of the blanket ban imposed on their recruitment by the state government, for reasons of economy. Regarding Class II officers, figures have moved from 135 in 1976-77 to 190 in 1984-85, showing an average increase of 4.52 per cent per annum. With regard to Class III employees, their strength showed definite improvement from 3075 in 1976-77 to 4064 in 1978-79 but came down to 3825 in 1979-80. This again happened due to the aforesaid reasons. Presently, the total strength of grade III employees is 3617.
The post of Director of Agriculture is a technical post and should, as a rule, be occupied by a technocrat. In Punjab, it is so, though in the adjoining state of Haryana, this post is held by a Generalist who belongs to Indian Administrative Service (IAS). This is a dangerous trend, the implications of which need to be studied with all its ramifications, in a separate research study.

**Specialist Head**

The post of Director of Agriculture is a technical post and should, as a rule, be occupied by a technocrat. In Punjab, it is so, though in the adjoining state of Haryana, this post is held by a Generalist who belongs to Indian Administrative Service (IAS). This is a dangerous trend, the implications of which need to be studied with all its ramifications, in a separate research study.

**Technical Experts (Subject Specialists)**

The Director of Agriculture and his other technical colleagues heading the various wings of the Directorate have to be assisted by a highly competent team of Subject-Matter Specialists. There has to be continuous contact between them and the specialists in the Punjab Agriculture University and its sister organizations. At present, there is not much coordination between the Directorate and different faculties of the Agriculture University

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1. This is evident from the fact that there has been no interchange of personnel between the Directorate of Agriculture and the Punjab Agriculture University since 1970.
and other allied agencies. As recommended by the National Commission on Agriculture\(^1\) and for maintaining close liaison with one another, specific number of posts at different levels both in the Directorate, the University and other agencies should be earmarked for exchanged on deputation. In this way, there could be a synthesis of research, training, education, extension and administration.

**Staffing Problems**

The analysis of the data indicates that there are not enough trained agricultural personnel.\(^2\) The primary staffing problem of agricultural services is that of the number. Although the state government has chalked out many planned schemes for the agricultural sector, yet they remained unimplemented because of the lack of adequate and specialised manpower.\(^3\) A secondary problem is that of the quality. The

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\(^2\)For example, during the year 1980-81, actual intake for B.Sc. Agriculture was 334. There was a short decline in admission in B.Sc. Agriculture as compared to the previous years during 1976-77. However, it increased again in next four years though it declined slightly in 1979-80. The out turn of the courses decreased from 235 in 1974-75 to 223 in 1980-81. See Punjab, Department of Planning, *Hand Book of Manpower Statistics of Punjab 1974-75 to 1980-81* (Chandigarh: Department of Planning, 1981), p.61.

\(^3\)This fact has been highlighted in one of the meetings held on 1.6.1985 under the chairmanship of Financial Commissioner, Development (Punjab) for discussing the additional staff requirements for the implementation of planned schemes. See agenda note of the meeting memorandum prepared by the Directorate of Agriculture, Punjab.
available manpower is usually intelligent and willing but it lacks adequate training and experience. These two fundamental difficulties compounded together, give rise to other problems such as the shortage of staff, low morale among employees, frequent transfers and non-fulfilment of vacancies. The Study Team on Agricultural Administration specifically points out that utilization of technical manpower resources in agricultural administration to-day is very unsatisfactory. Again, senior administrative posts as well as those at the middle and lower levels of the Directorate are manned on political considerations with scant regard for the desired experience and qualifications required for such posts; this imbalance between the manpower demand and the manpower supply and/or maladjustments in the agricultural sector has to be corrected. Besides, opportunities to build up career in a specialised line of the State Directorate of Agriculture are very few and limited. This has seriously affected the professional advancement of the officers engaged in agricultural production. It is, therefore, proposed that the technical persons with higher qualifications should be provided the maximum opportunities for manning senior positions of management in agriculture and allied agencies, such as boards and corporations.

1. This aspect has been dealt with in the 'Training' part of this chapter.


3. This inference has been drawn on the basis of my discussions with high level officers of the Directorate of Agriculture.
All-India Agricultural Service

The All-India Agricultural Service, it may be recalled, was in existence in the spheres of Agriculture, veterinary and Forests before the Government of India Act, 1935. However, Indian Agricultural Service, Indian Veterinary Service were abolished in 1935 and the Indian Forest Service after 1936. It has been argued that agriculture is a state subject, and that the technocrats in the sphere of agricultural development should be drawn from the local areas so that they are fully conversant with the problems of the areas and the agro-climatic regions to which they belong. It is, therefore, obvious that no advantage is gained by an All India Service, where officers are interchangeable. During our discussion with the officers of the Directorate of Agriculture, Punjab, it has been observed that a good number of them have not favoured the creation of an All India Agricultural Service, merely on this score. The investigator is, however, of the confirmed view, that the issue relating to familiarity with the area and knowledge of its agricultural situations/conditions can be taken care of by the State Agricultural Services (Class I and II, senior and junior) and that an All India Agricultural Service may be constituted.

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1. The Lee Commission (1926) recommended the creation of many All India Services including that of Agricultural Service.

2. The analysis to this fact has been found by my discussion with the various officers of the Department of Agriculture.
which may have provision for inducting competent persons from the Senior State Agricultural Services to it, on quota basis. It could provide to the competent and talented members of the State Agricultural Services an opportunity to widen their experience and horizons and also improve their career perspectives. Besides, the All India Agricultural Service would provide a convenient channel through which technically qualified people available in adequate numbers in a few States, could be made available to other States, lacking in expertise of high quality. It may be pointed out that the creation of an All India Agriculture Service has already been recommended by the Agriculture Administration Committee, (Nalagarh Committee, 1958), the Second Joint Indo-American Team on Agriculture Research and Education (1960), Study Team on Agricultural Administration appointed by Administrative Reforms Commission (1967) and National Commission on agriculture (1976). Considering the importance of rapid development of agriculture in this country and the contribution which the All India Service could make to such development, we hope that Punjab Government would accede to the proposal.

2. RECRUITMENT

The structure of agricultural services constitutes what its personnel make of it. Recruitment thus complements the structure. A theoretically good agricultural service structure may be planned, but it would be of little use if
those who man the administration are incompetent and ineffective. Competence and capacity of the agricultural services are, therefore, basic to good government. As A.R. Kidwai, former Chairman of the Union Public Service Commission has rightly observed: "An efficient civil service is one of the essential ingredients of our democratic system and one of the best guarantees for sound and effective administration." Referring to the importance of both government and administration, an American scholar also writes: "No government, of course, can hope to survive without a strong and effective administrative system, nor can an administrative system exist without the support of those, it was established to serve."

There is no function in the agricultural administration which is more important than recruitment. Recruitment is of vital importance to the administrative structures, for it determines the tone and calibre of the agricultural services and on it rests the usefulness and relevance of the machinery of the government.

Recruitment is the process of securing new employees to an organization for filling posts required for the conduct

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of the work.¹ The purpose of a recruitment function is
two-fold. On the negative side, it tends to score out
favouritism and political influence; on the positive side it
seeks to attract the able, competent and qualified candidates
into the civil service. While emphasizing that recruitment
should be based on merit, one United Nations' publication
states: "The core design of a progressive recruitment policy
is the reduction, if not the elimination, of favouritism,
nepotism and incompetence in the selection process."² The
significance of recruitment to the agricultural services may
be stressed in many ways: first, the effective functioning of
the agricultural services rests primarily upon the quality
of its servants, which is determined to a substantial degree,
by the recruitment policy and selection methods. Secondly,
recruitment is an important indicator of the degree of
employment in the agricultural services. Thirdly, the pattern
of agricultural recruitment is also a major indicator of the
value system of our country. Fourthly, recruitment is a
continuous reviewing and improving process.

In this section, an attempt has been made to discuss
the prevailing methods of recruitment in the Directorate of
Agriculture and to bring out some of their obvious short-
comings, bottlenecks and problems in securing the services of

¹R.K. Sapru, Civil Service in Developing Indian State -
Haryana (Ph. D. Thesis of Panjab University, 1961),
p.249.
²United Nations, Development Administration: Current
Approaches and Trends in Public Administration for
the most meritorious and talented candidates to the Directorate, thereby, paving the way for ensuring the effective functioning of the agricultural services.

The Directorate of Agriculture, Punjab, like any other government organization, has its own recruitment rules and procedures for the selection of personnel. It is, therefore, imperative to analyse the character of posts, the appointment system (both direct and indirect) and the other related issues.

**Character of Posts and Recruitment Pattern**

The posts in the Directorate of Agriculture, Punjab are grouped into three main categories, namely,

(a) **Punjab Agricultural Services Class I, II and III (Administrative).**

(b) **Punjab Agricultural Services Class I, II and III (Engineering).**

(c) **Punjab Agricultural Services, Class I, II and III (Statistical).**

Recruitment to Class I, II and III services of all the three categories is made partly through direct and partly through departmental promotions from the relevant lower categories as prescribed under Punjab Agricultural Services Rules framed by the state government as amended from time to time. Recruitment to class IV posts is always direct. Departmental employees can also compete in the direct quota alongwith the outsiders for Class I, II and III posts.
Appointing Authority

The Appointing Authority in case of Class I and II posts in all the three categories is the state government while those of Class III posts is the Director, Agriculture or one to whom the powers of appointment for a specific class III category are delegated by the state government. In case of Class IV employees, the Head of the office is the appointing authority. However, appointments are made on the recommendations of Punjab Public Service Commission for Class I and II posts and Subordinate Services Selection Board for Class III posts.

Conditions of Service

All the services in the Directorate of Agriculture, i.e. Punjab Agricultural Services Class I, II and III including 'Administrative', 'Engineering', 'Statistical' and Class IV officials are governed by the following service conditions unless otherwise specifically stated.

Nationality and Domicile

(1) No person shall be appointed to the Service unless he is —

(a) a citizen of India; or
(b) a subject of Sikkim; or
(c) a subject of Nepal; or
(d) a subject of Bhutan; or

(e) a Tibetan refugee who came over to India before the 1st January, 1962, with the intention of permanently settling in India; or

(f) a person of Indian origin who has migrated from Pakistan, Burma, Ceylon and East African Countries of Kenya, Uganda and the United Republic of Tanzania formerly Tanganyika and Zanzibar with the intention of permanently settling in India.
Provided that a candidate belonging to any of the categories (c), (d), (e) and (f) shall be a person in whose favour a certificate of eligibility has been given by the Government of India and if he belongs to category (f), the certificate of eligibility will be issued for a period of one year after which such a candidate will be retained in service by the Government of India and if he belongs to category (f), the certificate of eligibility will be issued for a period of one year after which such a candidate will be retained in service subject to his having acquired Indian Citizenship.

(2) A candidate in whose case a certificate of eligibility is necessary may be admitted to an examination or interview conducted by the Commission or any other recruiting authority and he may also provisionally be appointed, subject to the necessary certificate being given to him by the Government of India.

(3) No person shall be recruited to the Service by direct appointment, unless he produces a certificate of character from the principal academic officer of the university, college, school or institution last attended, if any, and similar certificates from two responsible persons, not being his relatives, who are well acquainted with his private life and are unconnected with his university, college, school or institution career.

(4) No person –

(a) who has entered into or contracted a marriage with a person having a spouse living; or

(b) who having a spouse living thus entered into or contracted a marriage with any person, shall be eligible for appointment to the Service.
Provided that Government may, if satisfied, that such marriage is permissible under the personal law applicable to such a person and the other party to the marriage, and that there are other grounds for so doing, exempt any person from the operation of this rule.

(b) Educational Qualifications

Educational Qualifications for different categories of services in the Directorate of Agriculture are as under:

1. Punjab Agricultural Service Class I (Administrative)

   (i) At least a second class degree in M.Sc. in Agriculture of a recognised University or equivalent thereto.

   (ii) At least seven years' experience in Agricultural/Field Extension/Research Work:

       Provided that preference shall be given to the candidate who possesses higher academic qualifications with brilliant record.

2. Punjab Agricultural Service Class I (Engineering)

   (i) At least a degree of B.Sc. in Mechanical or Agricultural Engineering of a recognised University.

   (ii) At least five years' experience in the demonstration and popularisation or quality making implements and field training of extension staff in the Agricultural implements or five years' experience of drilling or installation of tube wells:
Provided that preference shall be given to a candidate who possesses higher academic qualifications with brilliant academic record.

(c) **Punjab Agricultural Service Class I (Statistical)**

(i) At least a Master's degree in Mathematics or Economics or Agricultural Economics or Statistics of a recognised University;

(ii) At least seven years' experience of work in Statistics, preferably in planning, organisation and supervision of field work of large scale sample surveys;

Provided that preference shall be given to a candidate who possesses higher academic qualifications with brilliant academic record.

**CLASS II**

(A) **Punjab Agricultural Service Class II (Administrative)**

(i) Master's degree or equivalent of a recognised institution in a particular branch of Science of the subject in which proficiency is required by the candidate for a particular post for which he is to be recruited;

(ii) Five years' experience in Agricultural field, Extension or Research work.
(B) **Punjab Agricultural Service Class II (Statistical)**

(i) Master's degree in Economics or Mathematics or Agricultural Economics or Statistics of a recognised University;

(ii) At least 5 years' experience of work in Statistics, preferably in Planning Organisation and supervision of field work of large scale sample surveys.

(C) **Punjab Agricultural Service Class II (Engineering)**

B.Sc. Degree in Mechanical or Agricultural Engineering of a recognised University.

**CLASS III**

**Punjab Agricultural Services Rules, Class III (Engineering and Statistical)**

Educational and technical qualifications and experience prescribed for posts falling under the Engineering and Statistical wing of Punjab Agriculture Service Class III are given in Appendix I.

**Punjab Agricultural Service Rules, Class III (Administrative and Ministerial)**

Educational, experience and other qualifications for the ministerial posts like Superintendents, Head Assistants, Head Clerks, Assistants, Stenographers, Steno-typists, and Clerks, are the same as prescribed by the State government for the other departments as given in Punjab Subordinate (Ministerial) Services Selection Rules.
Note: No person shall be appointed to any service by direct recruitment unless he has passed the Punjabi language examination in Gurmukhi script of Matriculation standard or equivalent thereto as may be specified by the State government from time to time, provided that (i) in case of posts possessing qualifications lower than Matriculation, standard of Punjabi language will be upto that level, (ii) in case of candidates who do not possess the requisite qualification in Punjabi, they shall be subjected to a test by the commission/Board at the time of recruitment.

**Age:**

No person shall be recruited to any post in Punjab Agricultural Services if he/she is less than 18 and more than 25 years of age on the last date of submission of application.

Provided that:

(i) In case of Class I and II services, the minimum and maximum age limits shall be 22 and 35 years respectively.

(ii) In case of candidates already in the service of Central Government or a State Government, upper age limit shall be 40 years.

(iii) In case of members of Scheduled Castes/Scheduled Tribes, the upper age limit may be such as fixed by the government from time to time.

(iv) In the case of demobilised Armed Forces Personnel, the upper age limit shall be such as has been prescribed in the Demobilised Armed Forces Personnel (Reservation of Vacancies in the Punjab State Non-Technical Services) Rules, 1968, as may be amended by Government from time to time.

Provided further that the appointing authority may for special reasons to be recorded in writing waive lower or upper age limits in any individual case.

**Reservation of Posts**

In case of 'Direct Recruitment' or 'Promotion', the Punjab Government has reserved 25 per cent posts for Scheduled Castes/Scheduled Tribes, 5 per cent for Backward Classes.

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3 per cent for Handicapped persons\(^1\) and 20 per cent for Ex-Service men.\(^2\) However, if candidates from reserved quota are not available, posts may be filled from 'General Category'.

**Mode of Recruitment**

Recruitment to the posts in the Directorate shall be made by the following methods:

A. **Class I Posts**

(a) Fifty per cent of the posts shall be filled in by direct recruitment;

(b) Fifty per cent of the posts shall be filled in by promotion from amongst members of the Punjab Agricultural Service, Class II, who have experience of working in the category from which promotion is to be made, for a minimum period of five years; and

(c) By transfer of an officer already in Class I Service of the Government of India or of a State Government;

Provided that an officer appointed by transfer will be accounted for in the quota of direct recruitment:

Provided further that the first vacancy shall be filled by direct recruitment and the next one by promotion and so on.

Provided still further that the posts of Director, Agriculture, Cane Commissioner, Joint Directors, Agriculture, and Director, Marketing shall be selection posts. Appointment to the post of Director, Agriculture shall be made by selection from officers of the rank of Joint Director, Agriculture or above. Appointment to other selection posts shall be made by selection from the officers of the Administrative Cadre.

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\(^2\)Punjab Government letter No.
Officers of the Administrative, Statistical and Engineering categories shall be eligible for promotion within their respective categories of service.

B. Class II Posts

(a) 33\(\frac{1}{3}\) per cent of the posts shall be filled in by direct recruitment; and

(b) 66\(\frac{2}{3}\) per cent of the posts shall be filled in by promotion from amongst members of the Subordinate Services, who have an experience of working in the category from which they are to be promoted for a minimum period of five years; or

(c) by transfer of an officer already in Class II service of the Government of India or of a State government, as the case may be:

Provided that an officer appointed by transfer shall be accounted for in the quota of direct recruitment;

Provided further that the first vacancy shall be filled in by direct recruitment and the next one by promotion and so on.

C. Class III Posts

(i) Direct recruitment of Sub-Inspector, Agriculture, Statistical Assistants, Junior Analysts, Well Supervisors, Drillers, Draftsmen, Tracers, Tractor Drivers, Compost Inspectors, Mechanic borers, Drilling Supervisors and Steno-typists;

(ii) By promotion in case of Superintendents, Head Assistants, Head Clerks and Assistants.

(iii) In case of others:

(a) 30 per cent of the posts shall be filled in by direct recruitment;

(b) 70 per cent of the posts shall be filled in by promotion from lower ranks in the cadre, working in the category from which the promotion is to be made; and
(c) by transfer of an official working in other departments of the State or other State governments or Central government.

D. **Class IV employees**

Class IV employees also form a significant segment of the Directorate services. They are common to all branches of the Agriculture Department. They can be classified into two groups. The first group constitutes those employees who render some physical help to others. They do not have technical proficiency of any significant level. In this category, we include employees such as peons, sweepers, beldars, chowkidars and the like. The second category consists of Carpenters, Cooks, Daftaris, Restorers, Binders, Lift Operators, Tube-Well Operators, Laboratory Attendants, who are required to have some skill in a particular trade or to have minimum level of certain technical proficiency in a particular trade so as to perform their duties efficiently.

The recruitment to Class IV employees is direct. They are recruited through the local employment exchanges who sponsor candidates on the requisition of the Head of the Office. The minimum qualification for their recruitment is below Matric, irrespective of the fact whether they are required to have technical proficiency or not. These employees can get promotion to Grade III as prescribed in the rules provided they fulfill the minimum requisite qualifications (Matric) and have the required experience.
Probation Period

(1) Persons appointed to all the posts in the Directorate shall remain on probation for a period of two years provided that:

(a) any period, after such appointment spent on deputation on a corresponding or a higher post shall count towards the period of probation;

(b) in the case of an appointment by transfer, any period of work in equivalent or higher rank, prior to appointment to the service may on the discretion of the appointing authority be allowed to count towards the period of probation; and

(c) any period of officiating appointment to the service shall be reckoned as period spent on probation, but no person who has so officiated shall, on the completion of the prescribed period of probation, be entitled to be confirmed, unless he is appointed against a permanent vacancy;

Provided that the period of appointment of a member in the Service on ad-hoc basis or in stop-gap arrangement against short-term vacancies viz. leave, transfer pending regular appointment by direct recruitment will not count towards probation.

(2) If, in the opinion of the appointing authority, the work or conduct of a person during the period of probation is not satisfactory, it may:

(a) If such a person is recruited by direct appointment, dispense with his services, or revert him to a post on which he held lien prior to his appointment to the service by direct appointment; and

(b) If such a person is recruited otherwise,

(i) revert him to his former post, or

(ii) deal with him in such other manner as the terms and conditions of the previous appointment permit.
(3) On the completion of the period of probation of a person, the appointing authority may:

(a) If his work and conduct has, in its opinion, been satisfactory,

(i) confirm such persons from the date of their appointment if appointed against a permanent vacancy; or

(ii) confirm such a person from the date from which a permanent vacancy occurs, if appointed against a temporary vacancy; or

(iii) declare that he has completed his probation satisfactorily if there is no permanent vacancy; or

(b) If his work or conduct has not been in its opinion satisfactory,

(i) dispense with his services, if appointed by direct appointment, or, if appointed otherwise, revert him to his former post, or deal with him in such other manner as the terms and conditions of his previous appointment may permit; or

(ii) extend his period of probation and thereafter pass such orders as it could have passed on the expiry of the first period of probation;

Provided that the total period of probation including extension, if any, shall not exceed three years.

(4) Every Class I, II and III employee of the Directorate, unless he has already done so, shall, within his probationary period pass such departmental examination in Accounts, Typewriting and Punjabi, as may be prescribed from time to time for his cadre.

Provided that the Government may, for any sufficient cause, extend the period within which a member shall pass the departmental examination.
(b) If any member fails to pass the departmental examination within the specified period, the Government/Directorate may dispense with his services if he was recruited by direct appointment or revert him to his former post, if appointed otherwise.

**Seniority of Employees in Service**

The seniority interse of members of the service shall be determined by the length of continuous service on a post in the service provided that where there are different cadres in a service, the seniority shall be determined separately for each cadre, provided that in the case of members recruited by direct appointment, the order of merit determined by the Commission or the Board as the case may be shall not be disturbed in fixing the seniority of such members who join the post within a period of 4 months from the date of offer of appointment or such period as may be specified by Government from time to time by general orders; Provided further, that in a case where a member is allowed to join the post after the specified period, his seniority shall be fixed below those members who have already joined the posts within the specified period, and if such a member joins the post before the candidate of the next selection joins, he shall be placed below all members of his batch, and further if such a member joins after some or all the candidates of the next selection have joined the posts within the specified period, he shall be placed below all the candidates of the next selection.s

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1 See [Punjab, Department of Agriculture Notification G.S.R. Court/Art.309/79 (Draft Rules)](http://example.com).
Provided further that in case of two members appointed on the same date, their seniority shall be determined as follows:

(a) a member recruited by direct appointment shall be senior to a member recruited otherwise;
(b) a member appointed by promotion shall be senior to a member appointed by transfer;
(c) in the case of members appointed by promotion or transfer, seniority shall be determined according to the seniority of such members in the service from which they were promoted or transferred; and
(d) in the case of members appointed by transfer from different cadres, their seniority shall be determined according to pay, preference being given to a member who was drawing higher rate of pay in his previous appointment; and if the rates of pay drawn are also the same, then by their length of such service and if the length of service is also the same, an older member shall be senior to a younger member.

Seniority of members appointed on purely provisional basis, shall be determined as and when they are regularly appointed keeping in view the date of such regular appointment.

3. PROMOTION

The system of recruitment has already been discussed in the preceding pages. As observed indirect recruitment is nothing but promotion. According to Pigors and Myers, "Promotion is the advancement of an employee to a better job-better in terms of greater responsibilities, more prestige or status, greater skill, and especially, increased rate of pay or salary."¹ Promotion is an indispensable element in the career service, without which there is a danger of the affects rise in the discontent among the employees which in turn/

the efficiency of the administration. The Fulton Committee observed: "The right promotion at the right time is an essential part of the process of developing to the full talents of men and women in the Service."¹

It is to be noted that mere increase in pay is not promotion. Promotion is an advancement with higher duties and responsibilities. The employee enters the service in a fixed grade and as he progresses in his service and gains more experience, he is given higher pay scales. This increment which he earns annually is not promotion. Even revision of pay scales is not considered promotion, as it involves higher status, greater and heavier responsibilities and additional duties.

**Promotion System in the Directorate of Agriculture**

Departmental promotions are generally made within the service or class to which the employees belong. These are/strictly in accordance with the rules prescribed from time to time on the basis of seniority-cum-merit rather than on merit-cum-seniority.

Vacancies against various posts under promotion quota are determined by the Roaster System strictly in accordance with the rules prescribed from time to time.

for different categories of employees which are as

under:

<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>Category of post</th>
<th>Percentage of Promotion Quota</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Class I</td>
<td>50</td>
</tr>
<tr>
<td>2</td>
<td>Class II</td>
<td>66.67</td>
</tr>
<tr>
<td>3</td>
<td>Class III</td>
<td>70</td>
</tr>
</tbody>
</table>

A panel of three names of each vacancy is drawn up on the basis of seniority for processing the promotion cases. While considering the employees for promotion, their last ten years' Annual Character Rolls (A.C.Rs) are considered and only those employees whose seventy per cent Annual Confidential Reports are found good and whose integrity is not in doubt are promoted against vacancies under promotion quota strictly in accordance with seniority. These promotions are made by the competent authority but are subject to the approval of Punjab Public Service Commission or Punjab Subordinate Services Selection Board as the case may be. Employees working in the Directorate, having the requisite minimum qualifications can also compete for higher posts under direct quota as advertised by the Commission or the Board. In that case, they are allowed age relaxation upto forty years.
Posts of Director Agriculture, Cane Commissioner, Joint Director of Agriculture and Director, Marketing are selection posts. They are filled up departmentally and are not open to direct recruits. They are, however, filled up by the competent authority on the basis of Merit-cum-Seniority rather than Seniority-cum-Merit, which is generally the rule for promotion.

During our discussions with the officers of the Directorate, we found that the employees were in favour of promotion strictly in accordance with seniority without any consideration for merit, but this course, if adopted, will be suicidal for the Directorate and even for the employees themselves. In that case it would not be possible to chop-off of the dead wood, and check stinking and stagnation in the Directorate.

3. TRAINING

The achievement of the government, depends considerably on the conduct, competence and effectiveness of its employees. Ability is a pre-requisite to achievement, but unless this ability is built, motivated, schooled and properly guided towards specific objectives, achievement will not be possible. Development of employees has, therefore, become an integral part of an overall State plan for development. The fundamental issue to-day is that of coping with the growing demands and challenges of the future with added manpower. It is, therefore,
Design of a Training Programme.

1. Identifying Training Needs
2. Determining Training Projects
3. Selecting Training Methods
4. Developing Training Programme
5. Implementing Training Programme
6. Evaluating Training Programme (Results)

Fig. 52.
necessary and desirable that all conceivable steps should be taken to build up the ability and effectiveness of the agricultural services. Agricultural development is thus largely dependent on the government employees, oriented through training to perform the task that has been assigned to them. Therefore, the power and influence of the training factor has enhanced considerably in recent years. Today good training is viewed, "as an investment in human resources."\(^1\)

It is one of the most important and yet the least developed resource in the agricultural service.

The basic objective of training is to provide appropriate management and working knowledge and skills so as to boost up the employees' efficiency and effectiveness. In its report on Personnel Administration, the Administrative Reforms Commission observes: "...training should prepare the individual civil servant not only for performing his present job well, but also for shouldering higher responsibility and meeting new and complex challenges in future."\(^2\)

With a view to improving the skills and capabilities of the employees of the Agricultural Services through training a design is given in Fig. 5.2 as a guideline. It is evident from Fig. 5.2 that the primary need in the training programme

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is to have the identification of training needs. Thereafter, training products and training methods have to be determined so that training is imparted to the personnel working in the Directorate.

The National Commission on Agriculture divided the State level technical officers into four categories for purposes of training in Agricultural administration and management:

(i) Agricultural Assistants, Assistant Agricultural Officers, Assistant Extension Officers and corresponding officers in the sphere of Animal Husbandry and Fisheries, etc., where the minimum educational qualification is a degree. These Agricultural Assistants constitute the base level nearest to the field operations;

(ii) Assistant Directors and similar other posts including all Class II and Junior Class I posts. The posts of District Agriculture Officers in-charge of a sub-division or a taluka will also be covered by this category;

(iii) Senior Class I posts at the district level or above, namely, Deputy Directors, etc.; and

(iv) Joint Directors and equivalent or higher posts in the agricultural departments. ¹

There are no specific institutional arrangements for training technical and non-technical personnel belonging to the lower categories of employees of the Directorate. However,

the Directorate in collaboration with Punjab Agriculture University Ludhiana, organises in-service, pre-entry and post-entry training programmes, workshops, orientation courses, refresher courses and seminars for the employees of the Directorate from time to time. A casual look at the content analysis of some of these programmes exclusively organised by the Directorate indicates that they have been managed in a ritualistic and haphazard manner without clearly conceptualising their objectives. Courses need to be tailored, designed and structured, keeping in view the needs and requirements of the target groups. A recent survey has shown that the subordinate staff of the Directorate which constitutes a little more than 75 per cent of the personnel is not so keen to attend these programmes; their apathy is due to the vested interests of the employees and a lack of incentives resulting in the under-utilisation of the training capacity and lapse of funds earmarked for this purpose. The survey further reveals that 83 per cent of Class III and 95 per cent of Class IV employees of the Directorate have not been refreshed or reoriented through these programmes during the last three years.¹ The Punjab Institute of Public Administration has, however, recently initiated certain programmes in agricultural administration for the administrative category of Class I officers which are functioning successfully.

¹This observation is based on the basis of studying files of training programmes of the Directorate of Agriculture, Punjab. See also Mai Hassan, Unpublished Dissertation, Organization and Working of the Directorate of Agriculture, Punjab, pp. 130-34.
4. **FRINGE BENEFITS**

With a view to improving the Agricultural Services, it is very essential that the employees should have good working conditions like good salary, security of service, opportunity for promotion, facilities for leave and satisfactory retirement benefits. All these facilities boost the morale of the employees. The efficiency of the employees of the Directorate of Agriculture and their desire to contribute more to higher agricultural production is largely dependent on the working conditions that are conducive to their physical and mental health. Considerable attention is needed in planning and determining the optimum combination of fringe benefits to the satisfaction of the employees. There are some rules and administrative provisions concerning the welfare of the employees in the Directorate of Agriculture which are enumerated as under:

(i) Earned Leave; (ii) Half-pay leave including commuted leave; (iii) Casual Leave; (iv) Maternity Leave; (v) Pension; (vi) Gratuity; (vii) General Provident Fund (G.P.F.); (viii) Employees' Group Insurance Scheme; (ix) various types of advances (x) House Rent Allowance; (xi) City Compensatory Allowance; and (xii) Medical Allowance

(1) **Earned Leave**

Earned leave is admissible to the employees of the Directorate on the basis of the following criteria:

(a) For those whose length of service is less than ten years, 1/24th of the period spent on duty, or
(b) For those whose length of service is ten or more than ten years but less than twenty years, $\frac{1}{18}$th of the period spent on duty; and

(c) For those whose length of service is twenty or more than twenty years, $\frac{1}{12}$th of the period spent on duty.

There is no limit on the accumulation of earned leave though its enjoyment is subject to certain limitations.

(ii) **Half-Pay Leave**

Employees of the Directorate are entitled to 20 days half-pay leave after every completed year of service. Half-pay leave can be got commuted subject to certain limitations on medical grounds.

(iii) **Casual Leave**

Entitlement of the employees of the Directorate to Casual Leave is as under:

(a) For those who have put in 10 years service: ten days;
(b) For those who have put in more than 10 years service but less than 20 years: fifteen days; and
(c) For those who have put in 20 years service: twenty days.

Casual leave is not accumulated and it lapses with the calendar year. In addition, employees are entitled to certain gazetted and restricted holidays as prescribed by the State government from year to year.

(iv) **Maternity Leave**

Maternity leave is admissible to the women employees who do not have more than two living children. Its
admissibility is up to 90 days for each delivery. In addition, subject to certain limitations, they are entitled to abortion and miscarriage leave.

(v) **Pension**

Employees of the Directorate get superannuation pension at the time of their superannuation which is 58 years in case of Class I, II and III employees while it is 60 years in case of Class IV employees. Maximum pension which is 50 per cent of the last emoluments drawn is admissible to the retirees who have put in qualifying service of 33 years in case of Class I, II and III employees and 35 years in case of Class IV employees; otherwise proportionate pension benefits in accordance with the formula:

\[
\text{Last pay drawn} \times \frac{\text{Half yearly qualifying period}}{120}
\]

rounded to the nearest rupee is given. Pension can also be got commuted up to 1/3 of its maximum in accordance with the Commutation Tables. Dearness Allowance is also admissible on this basic pension. Employees are entitled to retirement pension on compulsory or voluntary retirement provided in the case of the latter they have put in at least twenty years of qualifying service. In case of voluntary retirement, benefit of 5 years' service for the calculation of qualifying service is also given. Family pension, in case of the death of an employee during service, after putting in one year of qualifying service or even after retirement is also admissible.
Minimum superannuation/retirement and family pensions are Rs.150 and Rs.125 respectively.

(vi) Gratuity

Gratuity to the employees of the Directorate is admissible in accordance with the formula:

\[
\text{Number of half-yearly qualifying period} \times \text{Last pay drawn} \times \frac{1}{4}
\]

In case of the death of an employee during service, minimum gratuity admissible is 12 months emoluments of the employee.

(vii) General Provident Fund

It is compulsory for the employees of the Directorate to contribute towards General Provident Fund @ 8.33 per cent of their emoluments. Government also contributes towards the General Provident Fund of the employees subject to a maximum of 2.5 per cent, equal to the share of the employee, exceeding 10 per cent of his emoluments.

(viii) Employees' Group Insurance Scheme

Employees of the Directorate are entitled to join Punjab Government Employees' Group Insurance Scheme which is 'mutatis mutandis' (identical) with the central government Employees' Group Insurance Scheme.

(ix) Various Advances

(a) House Building Advance: is admissible to the employees of the Directorate. It varies from employee to employee and is based on his basic pay. 75 to 90 months basic pay is given to the employee as House Building Advance and the same is recoverable in 150 equated instalments.
(b) **Car Advance**: subject to certain conditions, officers of the Directorate whose basic pay exceeds Rs. 1500 p.m. are entitled to Car Advance which is normally Rs. 60,000 or the price of the car whichever is less. It is recoverable in 120 instalments.

(c) **Scooter Advance**: It is admissible to the employees whose basic pay exceeds Rs. 800 p.m. The maximum amount admissible is Rs. 7,500 or the price of the Scooter whichever is less. Advance is recoverable in 100 equal instalments.

(d) **Cycle Advance**: It is admissible to the employees drawing basic pay upto Rs. 800 p.m. The amount of advance is Rs. 500 or the price of the Cycle whichever is less. It is recoverable in 20 instalments.

In addition, Class III and IV employees of the Directorate are also entitled to Wheat Advance once a year during the harvesting season.

(x) **House Rent Allowance**: to the employees of the Directorate is admissible in accordance with the scale given hereunder:

<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>Pay-range</th>
<th>A Class Cities</th>
<th>B Class Cities</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Rs. 1-400</td>
<td>40</td>
<td>20</td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td>Rs. 401-600</td>
<td>50</td>
<td>25</td>
<td>1. 10 per cent of pay to be borne by employee.</td>
</tr>
<tr>
<td>3.</td>
<td>Rs. 601-800</td>
<td>100</td>
<td>50</td>
<td></td>
</tr>
<tr>
<td>4.</td>
<td>Rs. 801-1000</td>
<td>150</td>
<td>75</td>
<td></td>
</tr>
<tr>
<td>5.</td>
<td>Rs. 1001-1300</td>
<td>250</td>
<td>125</td>
<td>2. Applicable to villages within 8 Kms. of the periphery of such cities.</td>
</tr>
<tr>
<td>6.</td>
<td>Rs. 1301-1800</td>
<td>350</td>
<td>170</td>
<td></td>
</tr>
<tr>
<td>7.</td>
<td>Rs. 1801-2250</td>
<td>400</td>
<td>200</td>
<td></td>
</tr>
<tr>
<td>8.</td>
<td>Rs. Above 2250</td>
<td>500</td>
<td>250</td>
<td></td>
</tr>
</tbody>
</table>

*A* Class Cities are: Chandigarh, Amritsar, Ludhiana, Jalandhar, Patiala, Pathankot, Batala, Bhathinda, Ferozepur City and Ferozepur Cantt.

**B** Class Cities are: Hoshiarpur, Jagron, Mog, Fazilka, Abotre, Muktsar, Gurdaspur, Nabha, Malerkotla, Phagwara, Nanaki-Township, Kotkapura, Sangrur, Faridkot, Kapurthala, Ropar, Ranna, Barnala, Malout, Rajpura Township,
Note: Employees posted in towns (areas) where population is less than 20,000 are not entitled to House Rent Allowance. Employees in the Border Areas are also entitled to House Rent Allowance.

(xi) City Compensatory Allowance

Employees of the Directorate stationed at 'A' Class Cities are entitled to City Compensatory Allowance @ 12.5 per cent in Chandigarh and 8 per cent at other 'A' Class Cities subject to a maximum of Rs. 100 and Rs. 50 respectively.

In addition, the Directorate uses intangible incentives to change the outlook and attitude and raise the morale of its employees. They include the bestowing of honour, special awards, recognition of professional achievements and cultivation of congenial working atmosphere. They are, no doubt, useful, yet the strongest motive forces in human history are neither material benefits nor awards but the ideals and goals of socialism, nationalism, humanism and democratic values that can stir the conscience of the employees. Perhaps, the most significant intangible incentive is to make the job challenging and stimulating by linking it with broad national objectives, ideals and goals. This instils a deep sense of commitment and enthusiasm which often enable the employees to achieve the improbable. In this connection, the

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Tarantaran, Rampuraphul, Samana, Sirhind, Dhuri, Gidderbaha, Nawanshahar, Gobindgarh, Nakodar and Jaito.
Study Team on Agricultural Administration has aptly remarked that "the agricultural administration to-day is so archaic that it has not been able to generate the required enthusiasm and interest among the bulk of farmers and to service agriculture promptly and efficiently. Service orientation is more urgent in agricultural administration which is primarily a service organisation. Infusion of this service orientation in the staff of the agricultural administration is the need of the hour."¹

THE SUMMING UP

Personnel administration in the agricultural system is only one aspect of the administrative capability of the agricultural administration requiring urgent attention. It should be based on manpower planning. The performance of the personnel can be judged only within an organizational setting where they are properly recruited and adequately trained. They need to utilise appropriate management techniques and methods to perform their administrative duties satisfactorily. There should be a general tendency to allow greater flexibility to individuals in the agricultural services in their personnel operation. It is also imperative

for the personnel units of the Directorate of Agriculture
to emphasize the positive aspects of personnel administration
with greater stress on career management and human development.
A more positive theory of personnel administration which
instils positive motivation among its officials is to be
evolved. The aim is to enhance the capability, competence,
commitment, loyalty, sincerity and involvement of the
employees. The agricultural administration has to be develop-
mental, goal-oriented even to the point of becoming aggressive
to push through schemes; simultaneously it must be human
relations oriented and public spirited. It ought to be
transformed into a service organization. The agricultural
services demand a broader and more pragmatic approach. Their
management and personnel officers must increasingly concern
themselves with improvement of staff performance and morals,
not as commanders but as the confidants of the employees,
in order to secure improved programme results.