

## CHAPTER-VIII

### FINDINGS AND SUGGESTIONS

In developing countries, the two main roles of administration are nation building and socio-economic progress. The state bears the principal burden of accomplishing developmental goals. Hence, it is very important that the civil servant manning the administrative structure is both efficient and committed to the welfare of state civil service, takes an active part in multi-dimensional development. He has a very important role to play. He helps in policy formulation and is responsible in motivating the people to contribute their best. It would be a mistake not to recognise the importance of civil service, particularly on the part of those responsible for state development. The success of the development plans and programmes and nation integrity depends upon the capacity of civil service to cope with the problems of development. It is the backbone of administration. Therefore, it becomes essential to examine role perception, problems and culture of civil service.

#### FINDINGS

This study was an attempt to examine the role of civil service in policy making and some of the problems faced by civil servants in personnel administration, its role perception and performance and bureaucratic culture. The study was carried out in two districts (four blocks; two from each district) of Haryana and Himachal Pradesh.

The present research study approved our major hypothesis that "the existing civil service does not suit to perform the developmental task in these two states."

The investigator proved that the information component of civil service in policy making is highly deficient at district and block level administration.

The inquiry revealed that there are manifold deficiencies in recruitment and training, which undermine the performance of civil service. Regarding promotion the sub-hypothesis was disapproved, since majority of the respondents were satisfied with the existing promotion system.

The study also proved that the lack of cordial relations between employer and employees adversely affects the performance of civil service.

Further, this study disapproved our sub-hypothesis that the present bureaucratic ethos due to attitudinal indifference and absence of psychological resonance leads to conflict between organization and civil servants.

In the second chapter, the growth and organization of civil service was examined and it was found that there was significant increase in growth of civil service in Haryana and Himachal Pradesh i.e. 163 percent and 47.83 percent respectively. It was also established that as compared to Himachal Pradesh there was much greater increase in higher level civil service of Haryana. The present system

of civil service in Haryana and Himachal Pradesh is based on old patterned British system and in both of these states the services have been divided in four classes. In addition to this there are state civil services i.e. Haryana Civil Service (Executive Branch) and Himachal Pradesh Administrative Service. The officers of these cadres man the top positions of state services but they are always below IAS officers. The civil service has been organised in three levels such as secretariat, district and block level civil service. At the secretariat level chief secretary is the head of civil service. Outside secretariat there is department executive head, designated as Director. At the district level there is Deputy Commissioner as head of district. He also acts as collector of revenue district. All the district level officers are directly or indirectly under the control of Deputy Commissioner. At the <sup>lower</sup> level there is SDM who heads the revenue hierarchy in his jurisdiction in Haryana and Himachal Pradesh. At the lowest level of administration there is Block Development Officer who acts as executive head of the block. He works under Chairman, block development committee who is elected by the members of Panchayat Samiti. Therefore, it is concluded that the civil service in Haryana and Himachal Pradesh showed significant growth.

The Thrid chapter deals with the socio-economic profile of the selected respondents of these two states The civil servant who joins an organization has his

own socio-economic profile which influences the organization and its desired goals. It was revealed that the civil servants of Haryana and Himachal Pradesh come from diverse social and economic strata. The data about age, education, present position, income and family background, etc. of civil servants was obtained to know about their socio-economic profile. It was found that majority of respondents of these two states were below 40 years of age and very good number of respondents had college degrees which indicated that there was no lack of educational attainment among civil servants of Haryana and Himachal Pradesh. 51 percent of respondents replied that their fathers had college degrees and maximum of fathers of respondents were in Government jobs followed by agriculture business and profession. The study indicated that the civil servants of Haryana are getting less salary as compared to Himachal Pradesh civil servants. Most of the higher level civil servants own vehicle, refrigerators, colour TV, etc. Very few respondents had rural exposure and maximum of Haryana civil servants had urban exposure because the selected district and blocks were easily connected to the cities. Whereas in Himachal Pradesh, 23.57 percent had rural exposure because the selected blocks were not so well connected with towns as in Haryana. Further, intra and inter-level comparison of civil servants showed better educational attainment at secretariat and district level, as compared to block level and most of the civil servants in Haryana and Himachal Pradesh come from relatively better off families as

compared to block level civil servants.

Regarding role perception and performance of civil service, it was found that the higher civil service of Haryana and Himachal Pradesh was mostly involved in policy making. However, Majority of civil servants of these states replied that their role in policy making was negligible. A good number of respondents felt that present policy formulation process was for development of state but while formulating policies no consideration is given to suggestion given by lower level civil service, and political leaders amend or prepare the policies according to the needs of their party workers to get votes only and very few benefits reach the actual poor, needy people of these states. During the course of study it was observed that there was too much lack of coordination among the higher level civil servants and other field officials, which leads to incomplete information about policy programmes. Suggestions of field officials must be incorporated while framing policies to give a real shape to policy formulation process, and the policies must be framed at district and block level administration in order to give maximum benefits to people. As regard implementation of policies, civil servants replied that policies are imposed from above for implementation. Sometimes political interference, lack of funds and proper motivation of people create problems in implementation of policies.

The personnel administration in India is based on the system of British administration. Recruitment, training and promotion are the components of personnel administration and these are called cornerstones of the whole structure. It was found that recruitment in Haryana and Himachal Pradesh was made by the Public Service Commissions

and by Subordinate Selection Board in case of Haryana. The majority of Himachal Pradesh respondents, as compared to Haryana, replied that recruitment was influenced by political considerations. A very good number of respondents of these states favoured the recruitment to be made by present recruiting agencies to avoid political interference. Regarding the question of fairness of commission, majority of respondents agreed about the desirability of fairness in the working of Public Service Commissions of these two states. About training, only higher level civil servants of these states were satisfied with present training facilities; very few civil servants were imparted training by state Institutes/departments. Moreover, an interesting thing was observed that if the civil servants, were not doing work in that field in which they got training then there was no utility of such type of training. To a large extent scarcity of training facilities was found at lower level of administration which was the main implementing agency. Regarding satisfaction about promotion avenues, except block officials of these states other respondents felt satisfaction with promotion system. Higher level civil servants favoured the system of merit whereas majority of other respondents favoured seniority system.

The employer-employee relationship has varied from time to time but it had never found satisfaction as far as a substantial number of civil servants are concerned. The study revealed that there was frustration among subordinate

employees of these states about cultivating a proper attitude in the minds of civil servants. The civil servants want political rights to contest elections and they need affiliation of their unions with other political parties and majority of civil servants of Haryana and Himachal Pradesh desired recognition of their unions/associations. The civil servants of Haryana had not replied to the question whether membership <sup>of</sup> union/ association signifies an unawareness among civil servants about union activities. There is a provision for council at the secretariat level and it exists, but its decisions are not implemented properly. The higher level civil servants felt that there was over staffing in administration whereas the lower level servants felt that in some departments there is acute shortage of staff and the Himachal Pradesh government has imposed ban on new recruitments. Civil servants are of the view that the ban should be lifted. However, majority of respondents showed satisfaction about job conditions and fringe benefits except HCS and HPAS officers. Regarding morale, only block officials Pinjor replied that morale of their subordinate staff was at lower level. About union activities civil servants replied that state government plays a negative role towards unions. The history of unionism revealed that it came to existence to protect the interests of civil service. But today the union leaders become leaders, only to get name and fame for themselves. There is an urgent need to build up a strong trade union for effective employer-employee relations.

About bureaucratic ethos and culture, it was found that the civil service at various levels attaches equal importance to human considerations while taking decision. Civil servants of both states agreed that while formulating policies the gap between the poor and the rich must be bridged. These civil servants also stand for national values like democratic socialism and socialistic patterns of society. A very good number of respondents of these states favoured that powers must be decentralized to lower level of administration and there must be impartiality while implementing policies. Majority of respondents felt that there was too much gap in possession of property by civil servant and public. Regarding modern technologies, except block officials in Shillai, majority of respondents agreed that civil servants were enough trained to use modern technologies. The respondents also showed satisfaction with culture of their departments. It was also observed that, as compared to Himachal Pradesh, in Haryana, political intervention in day-to-day administration was at higher level. About negligence of work in administration very few respondents felt that there was negligence of work in administration.

#### SUGGESTIONS

To make the civil service of these two states effective some suggestions are given below;

1. There is urgent need to perform and re-vitalise civil service structure, so that the administration is able to combine hierarchy and red tap with initiative. Indian civil service is based on British system and hierarchically it has become so rigid that it has developed parochial attitudes and loyalty, probably due to lack of vertical mobility, which hamper the growth of a single service consciousness. Due to this

there has occurred much variation in the interests and attitudes of the civil servants. Over-hauling can motivate and develop punctuality in civil servants.

2. Civil service tends to be influenced by the predominance of urban educated officials whose fathers had administrative background. This implies ignorance in civil servants about rural problems and lack of understanding about development work in rural areas. The government should give preference to rural people in civil service. There should not be any binding or political interference in functioning of state public service commission. To generate faith in recruiting agencies the fairness of public service commission must be maintained.
3. The government should provide housing accommodation to its employees. As an immediate measure, housing boards should be encouraged to construct houses and rent these to civil servants. For this purpose the assistance of banks may be taken.
4. To avoid demoralisation of civil service the recruitment should be based on sound recruitment principles and not on favouritism and nepotism. To make it enough strong lateral entry system should be implemented in the departments performing developmental functions. The ministers should prevent political interference from their party members or colleagues to influence recruitments made by state public service commission. Viva-voce or personal interview in any case, should not exceed 10 percent of total marks of written examination.
5. There should be a review of professional training and in-service training. To boost the morale of district as well as block level civil servants a phased programme for improved training for these civil servants should be drawn up. Such training should aim not only at improving job requirements and skills but also developing proper attitude towards the public.
6. Promotion rules should be strictly adhered to and set norms need to be designed to give first hand preference to merit and meritorious service at the time of promotions. The span of time in promotions as far as possible should be minimized i.e. by awarding time bound promotions. Political influence in promotions must be eliminated completely.
7. The role of civil service is more important at block level than at any other. The failure of civil service is failure of administration. There must be understanding of environment between civil servants

and the people. The gap between the public and civil servants must be bridged with the aim of development programmes and all the policies must be formulated on the basis of suggestions given by the lower level civil servants. There must be mutual cooperation between political leaders and civil servants for effective achievement of goals.

8. Specialist officers should be eligible to compete in selection to the administrative posts of departments. It will not only improve the general caliber of the specialist officers but it may also help in bringing about an emotional integration amongst the services. This will also lessen the controversy between generalist versus specialist.
9. To check corruption, administrative vigilance machinery at the implementation of policies stages is required. The government should hear the grievances of public openly and timely action must be taken against corrupt officials. To minimise chances of corruption in selecting beneficiaries, it should be made openly at block level. There must be dedicated, sincere and loyal civil servants, who should be committed in implementation of plans and should be duly rewarded.
10. The traditional notion of hierarchy in civil service needs to be examined in agreement with prevailing values. More emphasis is to be placed on human relations. To check internal tension within civil service there should be system of incentive schemes which can help to improve efficiency of administration.
11. There must be proper coordination among employer and employees and the grievances of civil servants must be solved amicably to avoid any confrontation between employees and governments, which sometimes leads to strike. The union representatives must be taken in to confidence before implementation of any policy concerning civil servants.
12. The Civil service needs to be more welfare in character which can create a desired development culture. Concrete steps should be taken to provide social justice and to bridge the gap between the rich and the poor. A check must be kept on privileged sections of society who derive major share of developemnt at the cost of others. Allocation of value is required to be defined before policy making and implementation in order to usher in a society committed to social justice.

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ANNEXURE  
QUESTIONNAIRE

CIVIL SERVICE IN TWO STATES - A COMPARATIVE STUDY OF HARYANA  
AND HIMACHAL PRADESH

Research Scholar: Babu Ram Verma.

NOTE Information supplied below will be kept top secret.

SECTION- I SOCIO-ECONOMIC PROFILE.

1. Sex: Male/Female.
2. Age as on 31.12.1991.
3. Married/Un-married.
4. Place of Domocile: Village/State
5. Mother Tongue.
6. Educational Qualifications:
7. Professional Qualifications.  
(if any).
8. Does your spouse is also serving in Govt. or non-govt. organisation.  
(If yes what salary she draws?) Yes / No  
a) Rs. 1000-2000  
b) Rs. 2000-3000  
c) Above 3000
9. Where your childeren received education. Public/Central/Navodya/Govt. School/Not applicable
10. Father's Education
11. Father's Occupation.
12. What was your age when you first joined Govt. service.?
13. Total years of service. 5/10/20/30/above 30 years
14. Do you live in : Govt./Rented/Own accomodation
15. What type of conveyance do you use for going to office.? Car/Scooter/Bus/Riksha/  
Cycle/On foot.
16. What is your grade & monthly salary? Grade..... Salary.....
17. Do you Own: Vehicle/Coloured TV/Telephone/  
Refrigerator/Land.
18. Where did you live most of your time? Village/Town/City.

SECTION-II ROLE PERCEPTION AND PERFORMANCE OF CIVIL SERVICE-POLICY MAKING AND IMPLEMENTATION.

1. Do you think that policy formulation process at the State/District/Block level is for the development of State? Yes/No
  
2. In your opinion while making policies who should be consulted.?
 

	a) Top Middle Management
	b) Subordinate employees
	c) All members of the Org.
  
3. How much you involve yourself in policy making process.?
 

	a) 75 - 100%
	b) 50 - 74%
	c) 25 - 49%
	d) 0 - 24%
  
4. Do you get the necessary information for policy formulation in time? (If no what hurdles comes in the way to receive information?) Give details. Yes/No
  
5. Do you make use of all available information at the time of making policy.? Yes/No
  
6. Do you find any policy confrontation between permanent administrators and political representative of your Deptt.? Yes/No
  
7. To what extent do you feel that the following factors instrumental for creating hinderance in effective job proformance in Administration? Yes/No

	Totally	Moderately	Slightly	Never
	respon-	respon-	respon-	respon-
	<u>sible</u>	<u>sible</u>	<u>sible</u>	<u>sible</u>

  - a) Lack of effective system of reward.
  - b) Inadecuate emoluments.
  - c) Excessive workload.
  - d) Lack of training
  - e) Too frequent transfers.
  - f) Class consciousness among different services.
  - g) Bad human relations.
  - h) Too much political interperence.
  - i) Excessive tours.
  - j) Top administrative and Political levels are not well informed.
  - k) Lack of delegation of power.
  - l) Goals are not clear.
  - m) Lack of people participation.

8. What are your views with regard to policy making? Do you think that there must be a experienced and experts of policy? Generalists/Expert
9. Do you think the policies are imposed from above. (If yes what would you suggest for greater participation in policy making?) Yes/No
10. In your opinion who is mostly responsible for taking policy decisions on the following issues?
- |                                  | <u>Officials</u> | <u>Leaders</u> | <u>Both</u> |
|----------------------------------|------------------|----------------|-------------|
| a) Formulation of policies.      |                  |                |             |
| b) Implementation of policies.   |                  |                |             |
| c) Recruitment of staff.         |                  |                |             |
| d) Distribution of loans.        |                  |                |             |
| e) Training of officials.        |                  |                |             |
| f) Awarding promotion to staff.  |                  |                |             |
| g) Writing confidential reports. |                  |                |             |
11. What problems you face in implementation of policies in the field administration? (Please make the following in order of their importance) Write Percentage.
- a) Officiousness.
  - b) Procedural rigidity.
  - c) Excessive political control.
  - d) Value confrontation.
  - e) Non-involvement of people.
  - f) Indifference of local people.
  - g) Lack of delegation of powers.
  - h) Corruption practices.
  - i) Improper motivation of people.
12. Do you get Adequate funds to execute policies in time.? Yes/No

### SECTION-III PERSONNEL ADMINISTRATION: RECRUITMENT, TRAINING AND PROMOTION

#### RECRUITMENT

1. How did you get the present job? a) Through Civil Service exam.  
b) By interview.  
c) On compassionate grounds.
2. Are recruitments at the state level influenced by political considerations.? Yes/No

3. To whom the power of recruitment should be given.? a) Public Service Commission.  
b) Head of Department.  
c) Political leaders.
4. Do you think policy formulated by Govt. can effectively be implimented by civil servants selecred by public service commission?. Yes/No
5. Do you feel that the recruitment on compassionate ground will adversaly affect the efficiency of administration.? Yes/No
6. Are you in favour of recruitment from within, for higher jobs? (If no what would you suggest?.) Yes/No
7. Do you favour to system of reservation policy?. Yes/No
8. Do you think that the Haryana Public Service Commission/H.P.P.S.C is free from corruption.? (If no, please give details, if any). Yes/No

#### TRAINING

9. Do you think that civil servants at all levels are sufficiently trained to formulate the policies for their departments?. Yes/No
10. Do you think that civil servants need refresher coures to upto-date their knowledge and skill in their respective jobs?. Yes/No
11. Do you think that the civil servants should be taught Principles of Public Administration?. Yes/No
12. Do you get adequate opportunities to refresh your knowledge?. Do you have any prior experience before joining the Department?. Yes/No
13. To what extent do you think that training can change the attitude of civil servants. a) Higher  
b) Middle  
c) Lower

14. Have you undergone training in Administration before / after entry in the civil service? (If yes, where and for how long?) Yes/No  
Place:  
Period:
15. To what extent the training received by you helped in your job? a) To a great extent  
b) Partially.  
c) Not at all.

#### PROMOTION

16. Do you get better promotion avenues in this Department? Yes/No
17. In your opinion what qualities should be given top priority while giving promotion to the civil servants? a) Seniority  
b) Merit  
c) Merit cum Seniority  
d) Efficiency
18. How frequently do you consider the following factors responsible for inefficiency in administration? Please tick mark ( / )
- |                          | Very frequently   | Frequently        | less frequently   | Least frequently  |
|--------------------------|-------------------|-------------------|-------------------|-------------------|
| a) Lack of initiative.   | <u>          </u> | <u>          </u> | <u>          </u> | <u>          </u> |
| b) Lack of competence.   | <u>          </u> | <u>          </u> | <u>          </u> | <u>          </u> |
| c) Improper procedure.   | <u>          </u> | <u>          </u> | <u>          </u> | <u>          </u> |
| d) Lack of coordination. | <u>          </u> | <u>          </u> | <u>          </u> | <u>          </u> |
| e) Groupism.             | <u>          </u> | <u>          </u> | <u>          </u> | <u>          </u> |
| f) Commulism.            | <u>          </u> | <u>          </u> | <u>          </u> | <u>          </u> |
19. How does the informal relations of officials among themselves improve efficiency of work? Please tick any one a) Improves efficiency.  
b) Deteriorates efficiency.  
c) Does not affect.

20. Do you feel that injustice has been done with you in the past in matter of promotion? (If yes, please give detail). Yes/No
21. Are you in favour of lateral entry system in the department? Yes/No
22. What do you suggest to improve the promotion policy?

#### SECTION-IV EMPLOYER-EMPLOYEE RELATIONSHIP

1. Do you think that democracy and bureaucracy are incompatible with each other? Yes /No

2. Do you agree with the view that employees associations be recognised? Yes/No
3. Should the civil servants be given freedom to contest the political elections.? Yes/No
4. Are you a member of any Union/ Association (Name of Union/ Asso.) Yes/No
5. Do you agree with the view that there has been over staffing in Govt. departments and the reduction in Staff would increase the efficiency of administration?. Yes/No
6. Are you satisfied with your present job conditions?(working conditions) (if no, what are reasons?.) Yes/No
7. Are you satisfied with fringe benefits of the department. (If no, what more you want?) Yes/No
8. Do you feel morale of your subordinate staff is at?(If it is lower what would you suggest to boost it?) a) Higher level  
b) Medium level  
c) lower level
9. Is there any Joint-Consultative Machinery for the redressal of employees grievances?. Yes/No
10. What considerations would you keep foremost in taking a strike decisions?. a) Last resort.  
b) Strong organisation.  
c) Non-violence.
11. As a leader of Union, did you face any of the following problems?  
a) Victimisation by Govt. Yes/No  
b) Forgoing of promotion Yes/No  
c) Allegations of corruption Yes/No  
d) Harassment by Govt. Yes/No

#### SECTION-V BUREAUCRATIC ETHOS AND CULTURE

1. Do you think democratic socialism and Socialistic pattern of society are reasonable philosophic guidelines in the formulation of plans?. Yes/No

2. Are you in favour of decentralization of power to the lower level of administration. Yes/No
3. Do you think that the civil servants be impartial while giving advice to political executives?. Yes/No
4. Should civil servants be impersonal and anonymous during implementation of policies?. Yes/No
5. Do you think that the Civil servants should be encouraged to perform social activities? Yes/No
6. Do you think that there is wide gap in possession of property and wealth by civil servants and the public?. Yes/No
7. Is the generalist character of the civil service capable of observing the use of immense technological advancement in day to day administrative process?. Yes/No
8. Does the public give due recognition to your job & status?. Yes/No
9. Some officials say that they feel isolated from the common man, do you agree with this statement? (If yes, why?). Yes/No
10. Are you in favour of Nationalization of major private sector undertakings and industries?. Yes/No
11. Do you think that mixed economy shall help in boosting the national income? Yes/No
12. Are you satisfied with the prevailing ethos in your Department? Yes/No
13. Do you think officials having the same rank in administration enjoy different social status depending upon the individual personality? Yes/No
14. Do you think that democracy in the present socio-cultural and economic situation in India is more harmful than advantageous? a) Strongly agree.  
b) Agree.  
c) Do not agree.

15. The administrative system as you know, tends to be formal and impersonal without personal likes and dislikes.
- a) Very true.  
b) True.  
c) Not true.
16. How far do you agree that being a Govt. servant one develops some special cultural tastes common in employees but not found in other groups of society.?
- a) Strongly agree  
b) Agree  
c) Do not agree
17. As far as you know, how frequent is the incidence of favouritism in administration?.
- a) Very frequent.  
b) Frequent.  
c) Least frequent.
18. As far as you know, how frequent is the incidence of negligence of work in administration?.
- a) Very frequent.  
b) Frequent.  
c) Least frequent.

Thanking you for your Co-operation.