HUMAN RESOURCE DEVELOPMENT IN PUBLIC ADMINISTRATION : A CASE STUDY OF INDIA

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Human Resource Development (HRD) is a multi-faceted concept. Not only does it imply the harnessing of the available manpower (including womanpower) in a society to the greatest potential of their productivity, but also to their optimal utilization. Governments today, especially in the low developing countries, face a great challenge of effective human resource development. The problem there is both paradoxical and complicated. Paradoxical-because while there is an abundance of labour due to the constant explosion of population, at the same time there is an acute shortage of economically, productive, skilled and specialist manpower to meet the needs of the socio-economic development of these societies in an equitable manner. The problem is further complicated because of the non-availability or dearth of the various inputs required in the "process of increasing the knowledge, skills, and the capacities of all the people in the society."[1] No wonder, therefore, that there has been in recent times an increasing awareness amongst these countries to develop human resources as an integral part of their general economic planning. Of the three basis inputs for economic growth-human, physical/material, and financial resources, human resources are regarded as the most crucial. An accelerated rate of human capital formation has thus emerged as the most critical variable for socio-economic development of these societies.

I THE ELEMENTS OF HRD

There are a number of elements which constitute the framework of HRD. Various inputs are needed for systematic development and effective utilization of human resources. In a broader sense these extend over to several policy issues e.g. population, nutrition, drinking water, health, education, training, sports, culture, housing, communication etc. Appropriate policies in all these areas are critical for HRD. Hence as an organisational device HRD requires an integrated planning framework and a holistic view of the conditions under which human resources are supposed to be developed.[2]

A national human resource development policy, therefore, will have to consider all these related issues, integrate them in some appropriate mix and thus facilitate their bearing on the two basic problems inherent in the HRD strategies (a) optimal utilization of human resources, and (b) generation of skill, knowledge and talent, which are inter-linked together and feed on to each other. The various tributary policies flowing out of the concept of HRD can be grouped as under.[3]

Group A : Promotive Policies
(i)   Nutrition Policy
(ii)   Health Policy
(iii) Housing Policy
(iv)   Education Policy
(v)   Communication (media) Policy

Group B : Utilization Policies
(i)   Training Policy
(ii)   Research and Development Policy
(iii) Employment Policy
(iv)   Wage Policy
(v)   Migration Policy

The two sets of variables are related to provision of employment opportunities and the provision of social services, which are intrinsically linked with the question of human resources and development planning.[4] In meeting the objectives of development and utilization of human resources, the HRD policy has to mainly negotiate the challenges of rapidly changing technology, the changing nature of job-slots and the consequent rapid changes in the social organisation. In the evolution of the concept of HRD, a consensus seems to be emerging that population should be endogenised in the process of development for the latter to be able to reach out to the much sought after targets, i. e. poor and remotely placed regions of an economy. As a sequel to this, it is observed that human resources development approach should be adopted and the various inputs towards building up of human resources as well as their better management should be presaged alongside development plans. Only then the progress would be able to respond to the desired socio-economic objectives.[5]

However, in simple practical terms, in public administration HRD involves (a) assessment of existing resources of manpower skills (b) projection of future manpower requirements (c) preparation of inventory of jobs (d) developing job qualification standards and (e) career management. At the organizational level, HRD paves the way for adequate and fair recruitment, training and development, including motivation, utilization and conservation of human resources in organizations. Organizational effectiveness depends on the capability and competence of the personnel responsible for implementing the organizations policies, programmes and projects and in the delivery of goods and services to its clientale and beneficiaries.

This paper is concerned with an analysis of the HRD policies and initiatives taken in public administration in India with a view to harness and utilize the potentials of the available manpower, but also the weaker sections of the society, especially the women and the persons belonging to

lower strata of society, the so-called Scheduled Casted and the Scheduled Tribes in India. Inter-alia it also seeks to review the various training strategies of the Government of India towards management development and change in the mental attitude of the public service personnel. Obviously because of the limited scope of the paper many other aspects of HRD noted above, and HRD in other areas like Public Sector, business and industry cannot possibly be addressed to in detail. Hopefully, however, these vital issues will help in understanding the most crucial problems of HRD in public administration in India.

II PLANNING FOR HRD IN INDIA

In order to meet the challenges of rapid socio-economic development and industrialization, India has since independence adopted a strategy of planned economic development. A series of Five Year Plans starting from the First formulated in 1951-56, to the Eighth (1992-97) have outlined the targets of growth in various social, economic, educational, scientific, technical, political and administrative sectors. These plans have from time to time laid varied emphasis on the involvement of management's in government and industries to project their manpower requirements and take necessary steps for manpower planning, and thus implicitly recognised HRD as a key economic input as well as an output.

The importance of manpower planning as a strategy of HRD was first given special attention in the Third Five Year Plan (1961-66). The plan recognised human resource as the foremost amongst all other resources viz. financial, physical, material, etc. It further laid stress on the planned and systematic recruitment, training and development of personnel, particularly managerial, to ensure meeting the long-term manpower needs of industry, business, public sector and the government. It also emphasized the need on the part of the Government for maintenance of necessary statistical data, and development and application of

techniques for manpower assessment as essential ingredients of man-power planning in its undertakings.

In 1962, the Government of India established the Institute of Applied Manpower Research at New Delhi, which has since been actively involved in the researches into manpower need projections in various sectors of business, public undertakings and public services. From time to time it has also been organising a training and developmental courses for the public and private sector managerial personnel to fill in the various gaps is manpower requirements. In the Fourth Five Year Plan (1969-74), and other succeeding Fifth (1975-80) and sixth (1980-85), attention has invar-iably been focussed an augmenting the supply of trained manpower, more particularly in the managerial and technical fields. The Seventh Five Year Plan (1985-90), likewise land special stress on professionalisation and specialization in industry and business, and envisaged the develop-ment of skills and abilities which could successfully meet the new techno-logical developments and also new working methods and managerial techniques. The plan has also dealt with at length on some other aspects of manpower planning e. g. the subject of compensation of merit of actual performance, recognition of individual dignity and self-respect and well planned career development programming, quality of work life and work ethics.[7]

The Eighth Five Year Plan (1992-97) has put its major focus on human development. It is towards this ultimate goal that employment generation, population control, literacy, education, health, drinking water and provision of adequate food and infrastructure are listed as its prior-ities. Provisions of the basic elements which help development of human capital will remain the primary responsibility of the government. The VIIIth Plan lays emphasis on Human Resource Development against the physical and the financial resources. A New Education Policy formulat-ed in 1986 and modified in 1992 anticipates the challenges and the require-ments of the 21st century. It conceives HRD as a package, of many

TABLE 1. PLAN EXPENOITURE (ACTUAL) BY HEADS OF HUMAN DEVELOPMENT PROGRAMME

(Rs. in Crores)

Heads of Development	1st Plan (1951-56)		2nd Plan (1956-61)		3rd Plan (1961-66)		Annual Plan (1966-69)		4th Plan (1969-74)		5th Plan (1974-79)		6th Plan (1980-85)		7th Plan (1985-90)	8th Plan (1992-97)
	Expen-diture	% of total	Expen-diture	% of total	Expen-diture	% of total	Expen-diture	% of total	Expen-diture	% of total	Expen-diture	% of total	Expen-diture	% of total	Expenditure (estimated)	Expenditure (estimated)
Education	149.0	7.6	273.0	5.9	588.7	6.0	306.8	4.6	774.3	4.9	1284.3	3.3	2523.7	2.6	6382.65	21217.01
Scientific Research					71.6	0.8	47.1	0.7	180.8	0.8	445.3*	1.1	865.2*	0.9	N/A	8090.00
Health	98.0	5.0	228.0	4.8	225.9	2.6	140.2	2.1	335.5	2.1	681.7	1.7	1821.0	1.9	3392.89	9275.92
Family Planning					24.9	0.3	70.4	1.1	278.0	1.8	497.4	1.3	1010.0	1.0	3256.26	6500.00
Water Supply and Sanitation					105.7	1.2	102.7	1.5	458.9	2.9	930.2	2.4	3,922.0	4.0	6522.47	16711.03
Housing, Urban and Regional Development	33.0	1.7	85.0	1.8	127.6	1.5	73.7	1.1	270.2	1.7	1106.9	2.8	2488.4	2.6	4259.50	13553.45
Total(ALL Heads of Development)	1960.0	100.0	4672.0	100.0	8576.5	100.0	6625.4	100.0	15778.*	100.0	39303.2	100.0	97500.0	100.0	N/A	N/A

SOURCE : Seventh & Eighth Five Year Plans, Government of India, Planning Commission, New Delhi. (1985-90) and (1992-97) respectively.

Source. Adapted from Duleep Singh, "Productivity Scenario in India-Seventh Five-Year Plan and Human Resource Development" in Uddesh kohli and Vinayshil Gautam (eds.) Human Resource Development and the Planning Process in India (New Delhi, Vikas Publishing House, 1988) p. 21.

Source. Planning Commission.

* Relates to Science and Technology.

**Excludes expenditure on nutrition (Rs.3.7 crores).

One crore equals to 10 million.

activities such as nutrition, health, culture and education, even labour agriculture, and food. From conception to the graduation is the range of HRD. Even after graduation the government shall concern itself with continuing education and life of dignity for all men and women in the country.

The Table 1 below gives plan wise expenditure on the different components of HRD. As the table reveals, throughout the planning period, expenditure on all the components of the HRD has been between 11-14 percent of the total plan outlay, which has, however, been woefully inadequate. It is only in recent time that the Government has been somewhat serious in evolving an integrated strategy for human development, but still the budget outlays fall short of the requirements of the nation.

Education Policy and HRD

It is obvious that the most important index of a nation's efforts towards HRD is the varying emphasis of the Government on the elementary, higher, scientific, technical and general education as revealed through its education policy. Since independence, education policies in India have been changing in view of the different kinds of skills and manpower required from time to time. While in the decades, of 1950s and 1960s the emphasis was on promoting scientific and engineering education, in the decades of 1970's emphasis shifted on developing professional and managerial skills and talents. It is only in the new education policy of 1986, that a more integrated and comprehensive view of human development has been taken and serious efforts made to plan for human resource development.

National Policy on Education 1986

The National Policy on Education 1986 as modified in 1992 lays emphasis on:

(i) Reorganisation of education by initiating restructuring and strengthening programmes in the areas of early childhood care and education, elementary education, higher education and technical and management education,

(ii) Strengthening the links between education and development through mechanisms like vocationalisation, work experience, rural universities, delinking degrees from jobs, use of media and technology, networking of institutions and strengthening research and development efforts ;

(iii) Making planning and management of education more participative, functional, responsive to local need, efficient and effective through the involvement of grassroot level local bodies in planning and management and use of education, involvement of voluntary agencies. District Boards of Education, State Boards of Education ;

(iv) Strengthening and reorganising adult education programmes linked with national goals with emphasis on skill development and upgradation.

(v) Sharpening awareness of art and culture and inculcating abiding values ;

(vi) Provision of nation-wide infrastructure for physical education, sports and games which will form an integral part of the learning process.

The Ministry of Human Resource Development has prepared a detailed Programme of Action. The following important areas provide the major inter-faces between education and other related areas :

(i) Accelerated development of women and children constitute an important component of the country's human resource development policy. This calls for integration of inputs in relation to education, health and nutrition to promote the holistic development of the child and it is necessary that programmes for primary

School Children, pre-primary education and child care should be suitably integrated with the ICDS programme.

(ii) Considering that adult education programmes can make an meaningful contribution to socio-economic development, emphasis will be attached to strengthening the existing programmes, which will be linked to national goals such as promotion of women's equality, conservation of the environment and national integration. Achievement of significant strides in female literacy will be an over-riding priority since this can make an impact on the adoption of the small family norm, and better standards of health and child development.

(iii) The National Policy places emphasis on introduction of systematic planned and rigorously implemented programmes of vocational education to enhance individual employability, reduce the miss-mach between demand and supply of skilled manpower and provide an alternative for those pursuing higher education without particular interest or purpose. This would require vocational courses to be tailored to the needs of the employers, industry and the requirement of skilled manpower in different sectors, including agriculture, marketing and services sector. Training of appropriate categories of paramedical and health manpower should also optimally interlock with educational courses like nursing and pharmacy. Effective linkages are to be established between vocational, technical, education and general education programmes for effective curricular adjustment, implementing continuing education programmes, availing facilities of other sector and provision of support services. Specific mechanisms to provide such linkages will be formulated by the AICTE in consultation with parallel bodies/agencies.

(iv) The increased application of education technology in the spread of useful information, the training and retraining of teachers, to

improve the quality of education, sharpen awareness of art and culture, inculcate abiding values etc. both in the formal and non-formal sectors, would call for close coordination with the Ministry of Information and Broadcasting with a view to developing a coordinated multi-media approach.

Several problems confront the successful implementation of the programme. Inter-ministerial channels of communication and exchange of information are still to be established. At present such inter-departmental linkages are very weak. In view of the fact that most of the development thrusts take off from the Central and the State Governmental Departments, forging of links has to effectively result in convergence of the basic services including education-to ensure that benefits under the respective schemes reach the clientele groups, and mechanisms for strengthening their effective delivery. The nature of linkages may take different forms under varying conditions. The setting up of such coordinating agencies at the central and state levels would facilitate the decision-making process as well as the process of implementation.

Realising the importance of Human Resources Development, allocations for education have been increased in the Seventh Five Year; Plan, particularly w. e. f. 1987-88 onwards. The allocations under education, health and social welfare in the State sector has also substantially exceeded the Seventh Plan outlay in nominal terms. Nevertheless considering the magnitude of the problems it is evident that financial allocations from government budgets will not be edequate. The 8th Plan Working group on resources for education and estimated Rs. 45,000 crore for education in 8th Plan, but ultimately only Rs. 21,217 crores were available.[8]

Despite all these steps taken by the Government of India in relation to HRD, there is still no national policy on HRD as distinguished from a general education, health or nutrition policy. Such a policy must take into account the need of personnel of various skills, and fulfill the basic

regional, cultural and constitutional commitments.[9]

Population Growth, Unemployment and HRD

An important element of HRD is the demographic aspect. Unchecked population growth is a formidable obstacle to the process of economic growth. This leads to the diversion of limited resources of a nation from the production to the consumption channels leaving a depleting resource base for future economic development. According to the latest census (1991), the population of India was 844 million. The rate of growth of population during the last few years was though lower than in the 1970s and early 1980s, but amounts to an addition of around 18 million people to the nation's population every year. As the population grows, an accelerated expansion of employment opportunities becomes necessary "both for poverty alleviation and effective utilization of human resources for the economic and social development of the country.[10]

Although employment has grown at the rate of 2.2 percent per annum in the past two decades in India, but due to a faster increase of labour force at about 2.5 percent, the backlog of unemployment has been rising. A declining trend in employment elasticity with respect to GDP growth in recent years has made the task of accelerating the growth of employment more difficult. Assessment of the present backlog of unemployment and likely additions to the labour force suggest that the fulfilment of this goal would require the generation of additional 10 million opportunities per year on an average, or about a 3 percent average growth of employment. The 5.6 percent growth rate envisaged in the Eighth Plan would be inadequate to contain the mounting incidence of unemployment and underemployment in the country during the plan period (1992-97). In addition to the generation of new enduring employment opportunities, it has to be ensured that those underemployed and employed at very low levels of earnings, are also able to raise their productivity and income levels. Upgradation of technologies in the traditional and unorganised

sectors and improved access to credit and markets is at present the top priorities in the present Government's policy of economic liberalisation. The effect of these policies would be felt only after a few years.

In addition to the backlog of unemployed, the problem of educated unemployed has assumed alarming proportions in the urban areas of India. The rapid development of education which has been mostly lop-sided emphasising more on arts rather than on technical subjects, the inadequacy of new employment opportunities, because of the slow rate of economic development, and the lack of sufficient diversification of the national economy have all contributed to the swelling number of educated unemployed.[11] It is in this context, that as a move towards HRD, the Eighth Plan aims not only to make vigorous efforts to contain the population growth, but also to an efficient and effective utilisation of the existing idle and underutilised capacity particularly in the manufacturing industries.

III HRD INFRASTRUCTURE IN INDIAN ADMINISTRATION

The HRD philosophy provides for a personnel management system that ensures a developmental, systematic and balanced treatment of employee concerns. Government are, therefore, confronted today with competing HRD issues, namely 1 avoiding conflict and the searching for balance between merit and political patronage in public service employment 2 increasing size of the bureaucracy 3 sustaining personnel motivation and morale to ensure positive work behaviour and high levels of performance; and 4 continuing training and development of civil servants to equip them with the necessary knowledge, attitudes and skills to meet the present and future challenges of public service.[12]

Apart from the Ministry of Human Resource Development which come into existence in 1985 with five main departments, namely, the Department of Education, Cultural, arts, Women and Child Development,

Youth and Sports, largely responsible for broader aspects of education policies, the Ministry of Personnel, Public Grievances and Pensions (MPPP) is responsible for formulation of policy pertaining to personnel management of the various organisations including the management of human resources of the Government of India. Implementation of different aspects of the policy relating to personnel management including administrative vigilance, reservation in the services and post for the Scheduled Castes and Scheduled Tribes and other specified categories, pension administration, administrative reform and public grievance redress are also coordinated by it.[13]

Role and Functions of the MPPP

The important role and functions of the MPPP are as follows:

   (i) General questions relating to recruitment, promotion and morale of the Central Civil Services.

  (ii) Deputation of officers/experts to other countries and United Nations and it's allied agencies.

 (iii) Re-deployment of staff rendered surplus in Central Government Offices.

 (iv) Formation and coordination of training policies for the All India Services and Central Services.

  (v) Lal Bahadur Shastri National Academy of Administration and Institute of Secretariat Training and Management.

 (vi) All policy matters relating to vigilance and discipline among public servants.

 (vii) Central Bureau of Investigation.

(viii) Central Vigilance Commission.

 (ix) Administration of all service rules including Fundamental Rules (FRs), Supplementary Rules (SRs) and Civil Service Regulations (CSRs).

  (x) Grants to be Indian Institute of Public Administration.

(xi) All aspects of Senior Management and career development for Middle Management.

(xii) Government-employees relations, including staff grievances and welfare.

supporting staff.

(xiii) Union Public Service Commission.

(xiv) Staff Selection Commission.

(xv) Public Enterprises Selection Board (PESB).

(xvi) Organisation and methods.

(xvii) Policy and coordination of issues relating to Redressal of Public Grievances.

(xviii) Administrative Reforms.

(xix) Formulation of policy and coordination of matters relating to retirement benefits to Central Government employees.

(xx) Pension structure and relief to pensioners.[14]

Organisational Structure

The Ministry of Personnel, Public Grievances and Pensions consists of three separate Departments, namely, the Department of Personnel and Training, the Department of Administrative Reform and Public Grievances and the Department of Pension and Pensioner's Welfare. It is under the overall charge of the Prime Minister assisted by a Minister of State. The three Departments function under the Secretary (Personnel), who is assisted by three Additional Secretaries, five Joint Secretaries and other supporting staff.[15]

IV HRD THROUGH PUBLIC SERVICE TRAINING IN INDIA

Training plays a very important role in the development of the government's human resources and hence to the achievement of its aims and objectives. To achieve the purpose of HRD, training needs to be

effectively managed so that the right training is given to the right people in the right form at the right time and at the right costs.[16]

In comparison to most of the developing countries, training for public service in India has been a long established practice dating back to the 18th century during the times of East India Company. Even before independence, there was an effort on the part of the then Imperial government of Britain to provide a modicum of immediate post-entry training to its higher civil servants. However, it was only after independence in order to meet the requirements of a new government that training became an integral part of the reports on administrative of the government. Almost all the reports on administrative reforms--from Gorwala Report (1953) to the reports of Administrative Reforms Commission (1966-72), and those in the post-ARC era --have invariably emphasised the need for a systematic and coherent training and career -development of public services for effective HRD. As a result of these attempts, there has been a proliferation in the number of training institutions and the number of employees receiving training in various technical and generalised aspects of public administration. The availability of foreign assistance and collaborative arrangements with academic institutions in the USA, Britain, France, Canada, Japan, West Germany, USSR, and many other countries under various international development programmes and bilateral arrangements have been responsible for significant expansions in the infrastructure for public administration management training programmes in the country.

The growing network of training in India includes some newer types of institutions and modes of training. There are now a large number of institutions dealing with research, education and training in public administration and a national level Institute of Public Administration (IIPA) for research and in-service training in public administration. The Administrative Staff College of India at Hyderabad provides the neces-

sary inter-sectoral interactions. The Lal Bahadur Shastri Academy of Administration at Mussoorie imparts training to the new entrants in all central services of the government. Almost all the different central services of the government also have their own training establishments, e. g., police, income-tax, railways, forests, tele-communications, foreign trade, etc. A majority of state governments have established state training institutes in their respective states for providing post-entry and in-service training to their employees.

Besides, many University Departments of Public Administration have established programmes of pre-entry and short-term training courses which cater to the generalised and specific needs of public services in different government departments. During 1960s and 1970s, a number of rural development training institutions have come into being providing much needed training in rural development. The two national institutions at Hyderabad and Vallabh Vidyanagar are doing some pioneering work in training for management of rural development. In addition, during the last three decades, management institutions on the pattern of Indian Institute of Management, Ahmedabad, have come into being in some of the states, and Departments of Business management have been established in almost all the Universities in India.[17] Many banking institutions and public sector undertakings have organised their own training centres to Cope up with the new and changing needs and project-related training to their employees. Some of these institutions have experimented with newer and more relevant modes of training using action-learning mode in the context of field programmes, making training more relevant to practitioners, particularly in those development programmes, which are basically people-oriented.

The contents of training programmes have undergone substantial changes. While in the 1950s, the initial training programmes concentrated exclusively on traditional public administration subjects, such as public personnel administration, organisation and methods (O&M), gov-

ernment accounting and auditing, principles of organisation and so on, the new training programmes besides these topics, also include policy analysis, organisational development, industrial relations, attitudinal and behavioural changes, and information system. Emphasis is also placed on management training for specific programmes and institutions, like rural development, health care, family planning, educational institutions, etc.[18]

The Department of Personnel and Training, in the Ministry of Personnel, Public Grievances and Pensions, Government of India with its training division has been the nodal agency in India for coordinating the various activities in respect of HRD. Besides, there are the constitutional bodies like the Union Public Service Commission the State Public Service Commissions, and the Subordinate Services Selection Boards, which are vested with the function of recruitment and promotion of public services at different levels and are also involved in framing the civil service regulations and giving advice in disciplinary matters relating to employees of the Government. In addition, there are more than 100 training institutions in the country which carry on the various aspects of training activities of all levels of public services and thus contribute to the process of HRD. Although training institutions in India have focussed only in a limited way on the training courses entirely on HRD, but they have been conducting a variety of training programmes for developing different types of skills for personnel both at the centre and the state level.

The most important and key institution for training of public services in the country is the Lal Bahadur Shastri National Academy of Administration situated at Mussoorie in the State of Uttar Pradesh. It is the premier body that is responsible for conducting foundational courses for the top echelons of public services, who are recruited on the basis of generalist concept of administrators. Some of the important programmes conducted by the Academy are as follows:

1. Foundation Course -- A 16 week programme for fresh recruits to All

India and Central Services, Group 'A'.

2. IAS (Indian Administrative Service) Professional Course (Phase I) -- 24 week programme for direct recruits.

3. IAS (Professional Course) (Phase II) -- 10 weeks programme for fresh recruits to IAS on completion of their one year district training.

4. Training Programme for IAS Officers (promoted or on the select list) -- 4 weeks.

5. Management Development Course -- for 4 weeks for IAS and All India and Central Services Group 'A' Officers with 6 to 10 years of service.

6. Joint Secretaries' Course on Policy Analysis and Formulation -- 4 weeks programmes.

The above courses primarily aim at preparing the IAS and All India and Central Service 'A' group officers of the Central and State governments for various duties and responsibilities in the field of administration. There are 35 Central Training Institutions catering, to the needs of the Central Government 16 State Training Institutions engaged in HRD programmes for State Government administrators of district and state level, 24 national training institutions, and 15 other training institutions which organise various HRD programmes for state and district level functionaries.[19]

Another premier institution involved in HRD is the Indian Institute of Public Administration in New Delhi, which conducts a number of management development programmes, management orientation programmes, advanced professional programmes in public administration and other specialised courses on various aspects of public administration.

The role of the Training Division of the Government of India, which is the main coordinating agency for continuous liaison and exchange of information between the training institutions, on the hand, and the training coordinators of Central Ministries and State Governments on the other hand has been (i) to promote coordinate and facilitate training (ii)

to formulate policies, regulations and procedures on training and oversee their implementation and (iii) to advise Ministries and Departments on determination of training needs, instructional techniques, and evaluation of training programmes.[20]

Since 1970s, the Government of India has given high priority to training of its personnel as a move towards developing human resources. The Department of Personnel and Administrative Reforms and Bureau of Public Enterprises have been coordinating training for Government Officials and to some extent for public enterprise managers at top level. The Indian Institute of Public Administration, The Indian Institute of Applied Manpower Research, Central Labour Institute, National Labour Institute, Public Enterprises Centre for Continuing Education have emerged as the most sought after institutions for training of government and public enterprise personnel as an outcome of Government priority on training and development. Voluntary professional association like Institution of Industrial Engineers, Computer Society of India, Indian Society of Training and Development, Indian Association of Personnel Managers etc. have further added towards refinement of the training function. At the same time there has been an emergence of a vast amount of training literature in the form of books, journals and research reports. In the last 15 years, the Training Division of the Government of India has developed close links between universities and academics and various Central/state Government agencies leading to a number of highly useful HRD programmes of pre-entry training, in-service training, management development and many other educational programmes for public administrators at various levels. Although the concept of in-service training to administrators at all levels has gained considerable ground in recent years, but to make it reach to wider segments of public administrators has been a massive and gigantic task in India not only in volume and quality, but also in quantitative terms.[21] The allocation for training in public administration in India during the last one year and projected in 1994-95 (see Table

2 below) has been as follows : which to say the least is not very encourag-
ing, for meeting the needs of an integrated HRD policy.

TABLE 2. EXPENDITURE ON TRAINING

(in Million Rupees)

1993-94 Budget Estimated			Revised 1993-94			1994-95 Budget Provisions		
Plan	Nonplan	Total	Plan	Nonplan	Total	Plan	Nonplan	Total
75.2	59.6	134.8	66.1	59.6	125.7	68.0	62.8	130.8

Source: Government of India, Budget Documents, 1994-95.

Although the recent efforts of the Government of India towards
training of public servants did create a training culture, but this has not
been able to change the 'work-culture' for the so-called responsive
administrative structure of the government nor has been able to bring out
any attitudinal changes in the behaviour of the bureaucracy in India.   As
emphasised by a veteran trainer in the Government of India, the govern-
ment must ensure that its largest single asset its human resource   -- civil
servants should not become a liability.   As an effective political master,
the government's strength will be in utilising the skill and knowledge of
its vast public servants and not making them redundant   There is as
urgent need to have a fresh look at the past and present training effort the
government to meet its policies of socio-economic and industrial develop-
ment.   Public Servants are expected to acquire new styles of perfor-
mance and the process of change will require professional learning.   As
a first step in this direction, there is a need to move from the existing
"training culture" to "learning culture".[22]   Mental attitudes of public
services rooted in the colonial past need to be substantially changed for
effective human resource development in the changed context of planning
for socio-economic growth.

Training and Individual Development

Apart from harnessing the potentialities of persons from different sections of the society for public employment, the concept of HRD extends to development of individuals from pre-recruitment education and training programmes right upto the pre-retirement education and counselling programmes. As Nadler depicts in the following Table 3, while training and education can be evaluated, development of individual cannot be properly evaluated as it is a long-range investment.

The Department of Personnel and Training has been instrumental in identifying functional areas of training as well as designing implementing a large number of training programmes for individual and career development of officers involved in the priority development sectors. It has also been making concerted efforts for ensuring resultoriented training. It has made substantial headway in the development of trained manpower and training capabilities, provision of assistance for the upgradation of the training potential of the State and Central Training Institutions, implementation of career-based training plans for the Indian Administrative Service and creation of a greater awareness, at all levels of administration, of the need for pursuing training programme.

The tasks undertaken by the Department during the last few years include the designing and conduct of special training programmes, as well as development of training software. Certain special training programmes for individual development have also been introduced during the last two years in tune with the changing requirements of development administration and the emerging challenges posed by the liberalised industrial and trade policies.[23] Some of these attempts of the Government towards developing specific talents are described as under.

Training in India and HRD : An Assessment

There is no doubt that training of public services in India has been a

TABLE 3. CONCEPT OF HUMAN RESOURCE DEVELOPMENT

Activity level	Focus	Economic classifica-tion	Evaluation	Risk level
Training	Present job held by the individual	Expense	On the job	Low
Education	Future job for which individual is being prepared	Investment (short range)	On future job	Middle
Development	Future organisational activities	Investment (long range)	Almost impossible	High

Source: Leonard Nadler, Developing Human Resources (Austin, Txas, Concept, 2 nd Ed., 1979), p.3. Quoted by Mathur, n. 19, p. 238.

growing industry at least since independence. However, despite this boom, only a small number of public servants have been able to benefit by the training policies and arrangements both in the government as well as public sector. According to one estimate, only one senior civil servant in five is likely to have some in-service training during his entire career. Also such training has been heavily concentrated on pre-entry and post -entry courses for administrative elites, to the neglect of in-service training and the training needs of lower level staff.[24] It is a well known fact that training has been frequently done for the wrong reasons and in the wrong way. People are sent on courses to get them out of the way, or to find a temporary placement for those awaiting transfers or postings. Sometimes it has been given as a reward (especially long term courses in foreign countries) for one's services in a particular department, but without any pre-planning as to how the training given is proposed to be utilised after the trainee's return from the course. Bureaucratic politics

and patronage play a more important role. Such arrangements have little to do with the nature of training or making people more effective at their jobs. Even where the reasons for selection of personnel have been appropriate, training have been mostly inappropriate. Despite numerous pronouncements at regular intervals that training programmes must be related to a process of systematic career-development, the training agencies either at the levels of the central government or state governments have not been able to achieve this coordination.

Furthermore, those who are responsible for providing leadership to training activities have often treated their function as a discrete event rather than an overall programme of organisational improvement or relation it to actual work-environments. A rigorous evaluation of training programmes in the context of organisational and environmental framework has been lacking in most of the training efforts. Coupled with that has been the absence of systematic monitoring and follow up of the effects of training on one's career development or performance on the job. If the purpose of training is to help make an organisation more effective, the total administrative system must be made conducive to human resource development and must regard training as an integral part of the whole process. A piecemeal approach to training would only lead to a massive waste of resources and a lack of coordination in their use creating an atmosphere of frustration and cynicism. The need of the hour is to explore ways to make it a more effective instrument in improving the standard of administrative performance.

A comprehensive and coherent training policy must become an integral part of the government's personnel function and must be so implemented. Various types and categories of training should be properly related to each of the personnel function -- recruitment, placement, reassignment, promotion, transfer, requirements of new specialised skills -- and ultimately to a comprehensive programme of human-resource development. Evolution of a policy alone is not enough, must be im-

plemented. A commitment on the part of both political and bureaucratic leadership is an important requirement of its successful implementation.

Another step in the strategy for making training effective for HRD is to strengthen a programme of research and development for training. The central nodal agency responsible for training in the governmental set -up can play a key role in this direction by coordinating the assessment of training needs by different agencies and using their evaluation reports in different training activities for evolving new curricula and methodologies to improve training effectiveness for HRD. Above all, such an agency through frequent conferences, meetings and seminars, and collaborative research projects should establish a continuous dialogue between the Universities and training institution to provide a much needed linkage between 'education' and 'training' for developmental goals. At present, the training policies in India do not adequately take into account the complementary role which the Universities can play in imparting education for development administrators. Part of this problem arises from the persistence of the 'generalist' philosophy, which still dominates public recruitment in India. There is certainly a case for education to be intimately associated with the expanding research and training efforts of the various training institutions. While education provides conceptual and methodological insights and empirical data, the training institutions focus on the practical administrative needs of development in the country. Education must be seen as a part of the larger effort to improve administrative capability for national and human resource development.

V WOMAN AS HUMAN RESOURCE

Woman on India have not been traditionally considered as a vital element of human resource. Consciousness and awareness about women as a productive agent and the need for developing the potentialities of one

-half of the human resource in India was not reflected in the governmental policies of development till late seventies. And this, despite the fact that the Constitution of India guarantees equal rights and opportunities for both men and women not only in public employment but also in all walks of life. The recognition of the productive capacities of women came as a result of a distinct shift on the issue of women's status and their role in development after the release of the Report of the National Committee on the Status of Women Towards Equality,[25] which came at the start of the United Nations Women's Development Decade in 1970s.[26]

The report expressed great concern over the declining sex ratio and work force participation of women, their displacement from work and concentration in subsistence agriculture, their lower life expectancy than males and higher mortality rates. It pointed at their occupational and educational lag and noted the discrimination and exploitation faced by women in paid and unpaid work. It commented upon their extremely poor participation in societal decision-making and leading roles, whether as policy-makers, politicians, planners, executives as administrators or as top professionals. "Women were really found to be at the bottom of the heap, a residual sex, deprived of the basis needs of health, nutrition education, employment, in sum of a dignified human existence".[27] A number of remedial measures in the form of reformed legislations- like equal pay for equal work, anti-dowry acts, protection against rape and sexual harassment along with the setting up of a Department for Women's affairs, family courts and legal aid cells, special cells in various ministries and departments, special policies and programmes of women's development through education and training, organised national efforts for care of the mother and the child were taken during the UN women development decade. The Sixth Five Year Plan (1980-85) for the first time included a Section on Women and Development which continued during the VII Five Year Plan (1985-90) and also in the VIIIth Five Year Plan (1992-97) as well.[28] The National Policy on Education (NPE)

(1986) coming from a newly organised Ministry of Human Resource Development has put the issue of equality between sexes on the centre stage in defining its strategies of human resource development. The new education policy is perhaps the most revolutionary statement of its times on the role of education as an agent of basic change in the status of women. The policy makes a radical departure from the National Policy on Education (1968) in making the national system of education responsible for bringing about 'women's equality' and not first equality of educational opportunity.[29]

The NPE (1986) believes that education should play 'a positive interventionalist role' in the empowerment of women and this should be an act of faith and 'social engineering'. The strategies proposed range from 'a well conceived edge' in favour of women in order to neutrlize the accumulated distortions of the past to postering of new values through redesigning of curricula and textbooks, orienting and training all educational personnel; seeking active involvement of all educational institutions in promoting women's studies and active programmes of women's development. Women's participation in vocational technical and professional education is to receive emphasis with a view to removing the sex -stereotyping in these courses and for promoting their participation in non-traditional occupations as well as the existing and emerging technologies. Above all, more women are to be inducted in the planning and management of education at all levels.

Women's Development Corporation

During the Seventh Five Year Plan (1985-90) a scheme for setting up of Women's Development Corporation (WDCs) in all Stated and Union Territories was launched. Until 1992, the WDCs were set up in the States of Kerala, Maharashtra, Punjab, Tamil Nadu, Karnataka, Andhra Pradesh, Uttar Pradesh, Gujarat, Himachal Pradesh, Madhya Pradesh, Orissa and the Union Territory of Chandigarh. The State Government

of Haryana, West Bengal, Jammu and Kashmir and God are taking steps to set up WDCs. The centre provides funds through equity participation in the ratio of 19 : 51 (Centre-State), so that state governments have an incentive to set up such corporations. These corporations are envisaged to act as catalytic agents for developing economic activities among the women.[30]

In addition the Government of India has also set up in January 1992 a National Commission for Women to monitor the matters relating to the constitutional and legal safeguards provided for women: monitor the implementation of all legislations made to protect the rights of women, review the existing legislations concerning women and suggest amendments wherever necessary and look into complaints and take suo-moto notice of cases involving the deprivation of the rights of women. The government also proposes to establish the office of the Commissioner for Women's Rights, which will provide dynamic focal points for reviewing the progress of cases of atrocities against women at various levels and liaising with Special Cells for Women at the Central and State Level and with NGOs, lawyers and media for propagation of legal literacy and assisting for counselling and legal aid when required.[31]

TABLE 4. Women Employment in the Organised *Sector by States/ UTs. and Public and Private Secotrs as on 31st Dec.

(Percentages)

State/UT	Per Cent Share of Women Employment to Total Employment						Percentage in 1986 over 1976		
	Public		Private		Total (Public and Private)		Public	Private	Total
	1976	1986	1976	1986	1976	1986			
1	2	3	4	5	6	7	8	9	10
1. Andhra Pradesh	8.14	10.01	20.20	21.06	10.66	12.39	69.34	45.40	59.72
2. Assam	6.35	10.36	44.18	43.71	29.97	28.01	151.93	3.25	15.08

— 300 —

3.	Bihar	7.63	6.81	6.52	6.41	7.41	6.74	(-)1.74	(-)9.74	(-)3.15
4.	Gujarat	12.02	13.63	8.02	9.25	10.27	11.73	51.71	52.30	51.91
5.	Haryana	9.33	12.50	6.13	7.50	8.08	10.82	100.00	44.00	83.38
6.	Himachal Pradesh	7.10	9.61	13.64	12.33	7.42	9.86	60.53	80.00	62.87
7.	Jammu & Kashmir	8.76	8.99	11.43	15.63	8.90	9.32	40.71	87.50	43.80
8.	Kamataka	9.97	13.55	16.65	16.39	12.07	14.37	86.61	19.20	57.38
9.	Kerala	25.50	27.74	43.16	44.33	34.77	35.60	43.24	10.15	21.68
10.	Mabhya Pradesh	8.03	9.37	11.32	10.43	8.59	9.52	52.97	(-)4.31	40.29
11.	Maharashtra	10.57	12.45	9.39	11.82	10.08	12.21	48.08	41.09	45.41
12.	Manipur	NA	12.85	NA	25.00	NA	12.74	—	—	—
13.	Meghalaya	11.79	15.85	30.00	36.96	13.49	17.51	89.13	41.67	79.31
14.	Nagaland	—	13.03	—	28.57	—	13.54	—	—	—
15.	Orissa	4.73	6.59	14.48	11.30	6.49	7.25	108.56	(-)11.90	59.74
16.	Punjab	13.85	14.04	8.03	9.75	12.30	12.90	35.47	61.86	40.06
17.	Rajasthan	6.80	9.02	16.83	19.62	8.56	11.04	83.42	79.25	81.98
18.	Tamil Nadu	11.77	18.24	21.31	23.92	15.21	20.05	112.55	28.33	69.97
19.	Tripura	9.57	14.68	35.00	39.36	12.50	17.31	163.64	76.19	135.38
20.	Uttar Pradesh	6.11	6.73	7.10	8.15	6.37	7.02	45.11	9.77	34.75
21.	West Bengal UTs	5.40	6.59	13.42	14.96	8.92	9.67	39.23	(-)5.18	9.98
22.	Andaman and Ni-kobar	—	12.09	—	Negligible	—	10.85	—	—	
23.	Chandigarh	10.28	12.98	12.50	15.03	10.83	13.60	81.05	53.33	75.00
24.	Delhi	9.27	11.62	10.00	11.54	9.48	11.59	63.91	41.07	56.88
25.	Goa, Daman and Diu	16.39	19.80	17.78	17.99	16.55	19.20	96.61	62.50	84.62
26.	Mizoram	15.48	20.68	—	30.00	15.38	21.30	175.00	—	195.00
27.	Pondicherry	15.50	15.23	10.00	10.23	12.97	14.32	93.55	47.06	43.75
Total		9.09	11.14	16.49	17.79	11.55	13.09	60.74	17.89	40.39

Source: Employment Review, D. G. E. & T. Govemment of India

1. Includes all cstablishments in the public sector irrespective of size of employment and those non-agricultural establishments in the privnle sectoremploying 10 or more persons.
2. NA-Data not received.
3. Figures for 1986 are quick estimates.

Source: M. S. Ramanajum, Renu Gupta and R. P. Mamgain, "Employment of Women" in <u>Manpower Journal</u>, Vol.26 (July-September 1990), pp. 63-64.

Women Employment in Organised Sector

According to a report in 1992, the position of women at work with the organised sector was as follows: [32]

        Government : 13.5%

        Public Sector : 18.0%

        Private Sector : 11.5%

The table 4 above gives an account of the employment of women in the organised sector in India for States/Union Territories and Public and Private Sectors as on 31 December, 1986.

The above figures show that despite the vigorous efforts of the government to develop woman as human resource, a large chunk of women workforce still remains in the unorganised sector leading to all kinds of exploitation, discriminations and drudgery of work. According to the 1991 census, the work participation ratio between men and women was as under (Table 5).

As was noted above one of the main objectives of the Seventh Five Year Plan (1985-90) was to integrate women in all development sectors as equal participants and beneficiaries with men, so that they could take a fair share in the developmental process and realise their full potential as citizens. To achieve this objective, women are treated as a separate target group in the planning process and in implementation of policies. Their share in the physical target is specified and monitored in development schemes of concerned ministries, so as to ensure that the required focus is achieved not only at the policy stage but also in implementation for the socio-economic development of women. In the Eighth Plan this aspect has been further emphasised.[33]

In will, therefore, be seen that there is still a vast scope of utilising the great potentialities of women as a human resource. Any new strategy for developing the immense inherent capabilities of women-power would require : (a) a clear identification of areas where women would be

TABLE 5. WORK PARTICIPATION 1991 CENSUS PERCENTAGE WISE

Population	Males	Females	Males	Rural Females	Total	Males	Urban Females	Total
37.64	51.52	27.69	52.43	+27.06	40.13	48.96	9.73	30.45

WORK PARTICIPATION RATE 1971-1991 PERCENTAGE WISE

Year	Total/Rural/ Urban	Persons	Males	Females
1971	Total	34.17	52.75	14.22
	Rural	35.33	53.78	15.92
	Urban	29.61	48.88	7.18
1981	Total	36.70	52.62	19.67
	Rural	38.79	53.77	23.06
	Urban	29.99	49.06	8.31
1991	Total	37.68	51.56	22.73
	Rural	40.24	52.50	27.20
	Urban	30.44	48.95	9.74

Note 1. Excludes Assam.

MAIN WORKERS

				Males	Females
Total	220.70	Million	1981	51.62%	14.07%
	278.35	Million	1991	34.19%	16.48%

3.52% are marginal workers. (About 85% of the marginal workers are females).

Source: Census of India 1991, pp.9 & 11.

needed to serve both in urban and rural areas. Whether it be as educators, trainers, workers or guides, one would have to take stock of the women-power needed at each level and the degree of education or training needed to perform that role. (b) after taking stock of the number of

women who could be usefully covered, the educational process would have to cater to meeting those needs by revamping the curriculum to make it need based for rural and urban conditions, (c) instead of being merely the passport for a white-collar job, the objectives of general higher education and their relevance to the people being educated are to be redefined, especially in relation to women, (d) recruitment policies need to be given a special orientation so that there are more women educators in administrative positions, and (d) auxiliary and sometimes compensatory strategies would be needed to aid the increased employ-ment of women in job commensurate with their skills and aptitudes. Spccial programmes for women with grown-up or school-going children (age group 30-50) need to be devised to enable them to enter or re-enter the labour force.[34]

VI HARNESSING THE POTENTIALITIES OF THE WEAKER SEC-TION OF SOCIETY

A unique feature of the Indian constitutional system is the provision for according positive discrimination to the persons belonging to the weaker sections of the community and to harness them as a work force for public employment. In pursuance of the Constitutional provisions contained in Articles 16(d) and 335, various instructions have been issued by the Government from time to time providing for reservation in public services for the members of the Scheduled Castes (SCs) and Scheduled Tribes (STs). As a result of the implementation of the reservation policy, there has been a considerable increase in the representation of SCs and STs in terms of absolute numbers and in percentage of the total number of employees in all the Groups of Central Government as may be seen from the Table 6 below.[35]

Reservation for the SCs/STs is made on the basis of the total number of vacancies occurring in each recruitment year. Reservation in promo-

TABLE 6. GROWTH OF REPRESENTATION OF SC AND ST IN SERVICES OVER TWO DECADES FROM 1971 TO 1991

CATEGORY		GROUP A	GROUP B	GROUP C	GROUP D EXCLUDING SWEEPERS	TOTAL
AS ON 1-1-1971						
TOTAL		28679	44204	1420622	1204443	2697948
SC		741	1794	136259	221243	260042
	%	2.58	4.06	9.59	18.37	13.35
ST		117	192	23792	43916	63017
	%	0.41	0.43	1.7	3.65	2.52
AS ON 1-1-1991						
TOTAL		62560	102532	2402089	1167836	3735017
SC		5689	12115	376015	248101	641920
	%	9.09	11.82	15.65	21.24	17.13
ST		1534	2414	119666	79589	203253
	%	2.53	2.35	4.98	6.32	5.44

Source: Government of India, Ministry of Personnel, Public Grievances & Pensions, Annual Report 1992-93, p.120.

tions, not given effect to in a particular year, is carried forward to three subsequent recruitment years, except in the cases of promotion by selection from Group C to Group B, within Group B and from Group B to the lowest rung of Group A.   After the third year, if suitable candidates of the required category are still not available, the vacancies reserved for SCs are filled up from STs and vice versa.   In case of reserved vacancies filled-up by selection in the Groups mentioned above, the unutilised reservation quota is not carried forward and the exchange between SC and ST is permitted in the year of recruitment itself.   Even after such an exchange, if SC/ST candidates is not available, the reservation quotas concerned are treated as having lapsed.   However, with effect from July, 1990 this dispensation has ceased to apply for those grades or posts in

which there is some element of direct recruitment. As per orders issued on the 10th July, 1990, if eligible SC/ST candidates are not available in the feeder grades for filling up reserved vacancies in the grades mentioned above, that is, grades in which there is an element of direct recruitment, then such reserved vacancies are not to be dereserved but to be temporarily diverted to the direct recruitment channel as reserved vacancies. Subsequently when SC/ST candidates become available/eligible in the feeder grade for promotion against reserved vacancies, these vacancies are to berediverted to the promotion quota in such a way that the structure and composition of the cadre remains unaffected over a period.

In the case of direct recruitment, there is a ban on dereservation since 1 March 1989. For reserved vacancies for which SC/ST candidates are not available a second attempt is required to be made for recruiting suitable SC/ST candidates in the same recruitment year or as early as possible before the next recruitment year. Even if in the two attempts the required number of SC/ST candidates are not available, unfilled vacancies are to be carried over to the next recruitment year. Dereservation in Group A services is permissible only in the exceptional cases with the approval of the Minister in charge of the Ministry of Personnel, and on the basis of the recommendations of a Committee comprising the Secretaries in the Ministry of Personnel, Ministry of Welfare and the Administrative Ministry concerned and after receiving the comments of the National Commission for Scheduled Castes and Scheduled Tribes. If SC/ST candidates get selected through the direct recruitment processes on the basis of their own merit, they are no longer adjusted against the vacancies reserved for SC/ST candidates.[36]

The number of vacancies reserved for SC/ST and the vacancies actually filled up by SC/ST candidates during 1984, 1985, 1986, 1987, 1988 and 1989 in Groups A, B, C, and D are given in Table 7 below.

The main reason for the shortfall in the recruitment of SC/ST

TABLE 7. VACANCIES RESERVED AND VACANCIES FILLED BY SC AND ST GROUP-WISE

Year		Scheduled Castes			Scheduled Tribes		
		Vacancies Reserved	Vacancies Filled	%	Vacancies Reserved	Vacancies Filled	%
1		2	3	4	5	6	7
			Group A				
1984	• • •	612	551	90.03	288	121	42.01
1985	• • •	551	473	85.84	307	172	56.03
1986	• • •	647	498	76.97	367	155	42.23
1987	• • •	560	594	106.07	247	224	90.69
1988	• • •	536	674	125.75	231	210	90.91
1989	• • •	472	437	92.58	188	313	166.49
			Group B				
1984	• • •	897	733	81.72	351	169	48.15
1985	• • •	809	771	95.30	388	191	49.23
1986	• • •	1031	835	80.99	410	202	49.27
1987	• • •	937	693	73.96	380	205	53.95
1988	• • •	1007	578	57.40	485	238	49.07
1989	• • •	847	707	83.47	462	269	58.23
			Group C				
1984	• • •	24442	25500	104.33	9864	10498	106.43
1985	• • •	23341	23923	102.49	11642	8529	73.26
1986	• • •	22941	24811	108.15	10378	9247	89.10
1987	• • •	22226	23200	104.38	14033	9983	71.14
1988	• • •	20090	21647	107.75	13700	9473	69.15
1989	• • •	29251	27976	95.64	15049	12920	85.85
			Group D				
1984	• • •	11013	12563	114.07	1951	4370	223.99
1985	• • •	9317	10627	114.06	4618	3954	85.62
1986	• • •	8500	10237	120.44	4367	3707	84.89
1987	• • •	9498	10382	109.31	6121	5323	86.94
1988	• • •	9011	9758	108.29	5876	5067	86.23
1989	• • •	9385	10464	111.50	5108	5827	114.06

Source: Government of India, Ministry of Personnel, Public Grievances & Pensions, Annual Report 1992-93, p. 122.

candidates in Group A and B posts is that SC/ST candidates are not available in required numbers for being appointed against the vacancies reserved for them, particularly in professional and technical posts. However, in the All India Services and other Central Services to which recruitment is made through the Civil Services Examination, almost all the reserved vacancies have been filled up by SC/ST candidates in the recent years as can be seen from the data given in Table 8 below.

Various concessions like relaxation in the upper age limit, unlimited number of chances available within the relaxed age limit for appearing in the competitive examinations, full exemption from payment of the examination fee, relaxation in standards of suitability, non-adjustment of meritorious SC/ST candidates against reserved vacancies in direct recruitment etc. have been prescribed to further improve the representation of SC and ST in the services. In order to bring more grades within the ambit of the reservation dispensation for purposes of promotion, reservation has been extended to those grades in which the element of direct recruitment, if any, does not exceed 75% (as against 66-2/3% prevailing earlier).[37]

Reservation for Other Backward Classes

The Central Government had issued orders on 13 August, 1990 providing reservation in direct recruitment in all Groups of services to the extent of 27% of the total vacancies, for the socially and educationally backward classes (SEBC). On 25 September, 1991 orders were issued to the effect that within the 27% of the vancancies reserved for socially and educationally backward classes, preference shall be given to candidates belonging to the poorer sections of the SEBCs. It was also provided that 10% of the vacancies shall be reserved for other economically backward sections of the people who are not covered by any of the existing schemes of reservations. These orders could not, immediately be operated due to a stay order given by Supreme Court. The Supreme Court has since

TABLE 8. VACANCIES RESERVED & FILLED IN ALL INDIA SERVICES

YEAR OF EXAMI-NATION	VACAN-CIES TOTAL	VACANCIES FILLED	FOR SCs VACANCIES TOTAL	FOR STs VACANCIES FILLED	FOR STs VACAN-CIES TOTAL	VACANCIES FILLED
			I. A. S			
1985	135	135	21	20	10	10
1986	125	125	19	19	10	10
1987	114	114	17	17	8	8
1988	109	109	16	16	9	9
1989	106	106	16	16	8	8
1990	107	107	16	16	8	8
			I. F. S			
1985	12	12	2	2	1	1
1986	12	12	2	2	1	1
1987	10	10	1	1	1	1
1988	10	10	1	1	1	1
1989	12	12	2	2	1	1
1990	15	15	3	3	1	1
			I. P. S.			
1985	115	108	17	13	9	8
1986	135	122	33	29	14	14
1987	102	67	17	10	7	5
1988	96	54	14	9	8	2
1989	100	100	16	16	7	7
1990	79	79	12	12	6	6

Source: Ibid., p. 123.

vacated the stay order and given the judgement upholding the reservation for SEBC upto 27%. The Government of India is now making attempts to fill up the necessary quotas.

Special Recruitment Drives for SC/ST

In the last few years, the Government of India has been carrying Special Recruitment Drives to fill up the backlog of existing reserved vacancies. The drive covered Ministries/Departments, public sector undertakings, public sector banks and insurance corporations. The number of candidates who were offered appointment in the Central Government under these drives during 1989-90 is given in the following Table 9.

TABLE 9. RESULTS OF SPECIAL RECRUITMENT DRIVES FOR SC/ST IN 1989 & 1990

	1989			1990		
	Reser vations	Recruit- ment	% Rectt.	Reserv- ations	Recruit- ment	% Rectt.
GOVT. DEPTTS.	35647	31243	87.6	31928	19879	63
PUBLIC SECTOR	11000	8125	73.9	10461	6316	60.4
BANKS	8822	8084	91.6	3142	2197	69.9
INSURANCE	3085	2023	98	1028	1023	99.5
CORPNS.	3085	3023	98	1028	1023	99.5
TOTAL	58554	50475	86.2	46559	29415	63.2

SPL. RECTT. DRIVE	SCHEDULED CASTES			SCHEDULED TRIBES		
	Vacancies	Recruitment	%	Vacancies	Rectt.	%
YEAR 1989 GOVT. DEPTTS.	18002	17326	96	17645	13927	79
YEAR 1990 GOVT. DEPTTS.	16659	11044	66	15269	8826	58

Source: Ibid., p. 124.

Another drive was launched in the year 1991 to fill up the backlog of reserved vacancies as on 31 March 1991 including the reserved vacancies left unfilled in the previous drives. The number of vacancies identified

for the drive and the progress of recruitment in the Government Departments are mentioned in Table 10 below.

TABLE 10. SPECIAL RECRUITMENT DRIVE 1991 (MINISTRIES/DEPARTMENTS)

	S. C.	S. T.
No. of Vacancies	9234	10807
Recruitment	5315	3847
Percentage of Recruitment	57.55%	35.59%

Source: Government of India, Ministry of Personnel, Public Grievances & Pensions, Annual Report 1992-93, p. 125.

Reservation for Ex-servicemen

Another section of the society which is being harnessed by the Government of India as a potential human resource is the group of persons both officers and soldiers who retire from the military service. Reservation in public services is made for this category of persons. Initially reservation for ex-servicemen was provided for a period of two years from 1 July 1966. This has been extended from time to time and is in force on a permanent basis from 15 December 1979. 10% of the vacancies in Group C services and posts, and 20% of the vacancies in Group D services and posts and 10% of the vacancies in posts of the level of Assistant Commandants in paramilitary forces are reserved for ex-servicemen subject to certain conditions. Ex-servicemen candidates who have already secured employment under the Central Government in Group C and have been allowed the benefit of age relaxation as prescribed for Ex-servicemen for securing another employment in a higher grade or cadre in Group C and D under the Central Government. The DG (Resettlement), Ministry of Defence monitors the implementation of these orders in the Central Government agencies.

Reservation for Physically Handicapped Persons

Another category of persons brought into the purview of the HRD is the physically handicapped in the society. A provision for reservation of 3% in the vacancies in Group C and D posts/services in the Central Government Services, meant to be filled by direct recruitment was introduced for the physically handicapped persons in November 1977. Handicapped persons who are benefitted from this scheme are the blind, the deaf and the orthopaedically handicapped, each category being entitled to 1% reservation making up the total of 3% of those posts within Group C and D in the Central Government offices which have been identified as suitable for the physicaly handicapped and are filled by direct recruitment. Reservation in promotion within Group D and upto and within Group C has also been introduced with effect from November, 1989. The Eighth plan has laid increased emphasis on the development of the physically handicapped and made some financial allocation for this purpose. The year 1994 has been declared as the year of the physically handicapped and special efforts are to be made for their recruitment in public employment.

VII HRD : THE PROBLEM AREAS

From the above discussions, it is evident that the main thrust of the Government of India in respect of its HRD programme have been on training of public services. In the process, other aspects of HRD like, sound personnel policies, forecasting manpower requirements, manpower planning and projections, motivation and altitudinal changes, morale building and incentives policies, identification of potential talents, career planning and aggressive requirement plans have received less attention on the part of the policy makers. HRD as a concept needs an integrative approach to these mutually complementary issues. The traditional

administration or personnel departments are no longer adequate to meet the challenges of manpower development for the future.

However, it is not always possible for any government, especially in the developing world to strike a balance in all these matters and to pay uniform attention to all these policy issues. There are some serious constraints operating on the governments. As observed by Mathur, "The tasks of drawing up comprehensive HRD plans in the developing countries are beset with a number of paradoxical difficulties and problems. Firstly, because of the paucity of financial resources, developing countries can not afford comprehensive HRD. Secondly, HRD in administration is characterised by the longest of all production cycles. The education and training of a professional man requires 18-20 years of formal education and one year of intensive training followed by periodical in-service training. Thirdly, there are structural imbalances in labour Market. Acute shortage of technical people on one hand and large surplus of unskilled grassroot level workers exist simultaneously in developing countries. Fourthly, training needs analysis of various levels of administrators which is a difficult task because of their multifarious duties. Fifthly, it is difficult to get dedicated and trained human resource administrators in developing countries. Sixthly, there is generally inadequate infrastructure for providing adequate in-service training and professional education to all civil servants who are engaged in administration at regular periodicity. Seventhly, there is a lack of adequate monitoring arrangements to get feedback of HRD programmes. The scientific evaluation of various HRD programmes are not possible due to various in -built problems of evaluation and validation. Although it is easy to ascertain the costs of HRD programmes, the benefits resulting from such programmes are difficult to measure. Career planning schemes, job enlargement and job-enrichment programmes, and periodical in-service training, form important part of HRD programmes, but their total evaluation is very difficult in objective terms.[38]

CONCLUDING OBSERVATIONS

From the above analysis it is clear that in India there is still inadequate realisation that HRD constitues an integrative process covering several areas of education and training and overall personnel management system. As observed by Mathur, "no human resources accounting has been consciously attempted in India. As a result, this most valuable asset (viz. man/woman) is dwindling very fast indeed causing several drainage of energy, sapping the vitals of all developmental endeavour. A more holistic and balanced view of HRD concept has not yet been conceived and accepted by the so-called human resource administration.[39]

Although the New Education Policy (NEP) of 1986 as modified in 1992 conceives HRD as a package of many activities such as nutrition, health, culture, and education, even labour agriculture and food, but this package needs to be delivered to every child born in this country. The Indian Union consists of 25 States and 7 Union territories. The Ministry of HRD, is the apex institution, which is responsible for the implementation of the NEP and many State governments have also set up human resource departments. But both the Union and the State Governments have to have an integrated plan of action in respect of HRD in the interest of the child, women, youth and education.[40]

The HRD plans in India would have to be further integrated with personnel policies in the government departments especially with regard to training and development which revolves around the concept of total person development. It consists of integrating pre-service, in-service, technical and behavioural training inculcating positive employee values and attitudes and professional and personal development. An important area of neglect by the government training programmes is the training of public services at the crossroads of their critical life, in mid-career, mid -life transition, and pre-retirement. These life points are significant to those concerned with training, because strengthening or diversifying of

personnel knowledge and skills, as well as inculcation of values and motivated behaviour can conserve human resources at the national and organizational levels. Retraining and pave way for renewed contribution to goals attainment. Employees can remain productive even after retirement into private life, thereby conserving their human resource values as citizens.[41]

Thus apart from adopting some new strategies for making training more effective at macro-level for HRD, it must be remembered that administration in developing societies calls for some revolutionary changes in the attitudes, behaviour, orientation and outlook of public services at all levels of administration. This all the more important at the middle and lower levels -- the cutting edge of administration -- where the services interaction with the public is most frequent. Although there is a point of view that "a change in attitude and behaviour cannot be brought about by training effort alone", yet it must be said that sufficient attempts have. not been made in India to reflect upon the situations and circumstances in which many of such officials operate, nor any efforts have been made to bring these cadre of employees within the ambit of some kind of training designed to make them better aware of their roles and responsibilities and enable them to improve their attitudes, behaviour and performance. Such an imbalance in training needs to be reduced, if it has to become an innovative instrument to help meet the challenges of human resource development.

There is a clear indication that policies for the development and better utilization of human resources are going to be a key factor for sustaining high rate of growth in the future. HRD is a continuous and a whole career process and should not be narrowly conceived, as a short term work-place phenomenon. An effective realistic, and a long term HRD plan is one of the most essential pre-requisite for accelerating growth process in low-developing countries. It is high time that the policy makers in India embark upon a well thought out strategy for

integrating the various stages of human development-the childhood, the youth, the mid-career and the later pre-retirement-through innovative public personnel management system which could dovetail various of its functional elements like manpower planning, recruitment, training, retraining and positive managerial practices at every phase of human development for an effective and optimum utilization of the potentials of its man and woman power.

NOTES

1. F. Harbison and Charles A. Myres, *Education, Manpower and Economic Growth* (New York, McGraw Hill, 1965), p. 2.
2. For a detailed study on this subject see "Development, Human Resource and Development Planning for South Asia-Report: A Thematic Overview" in *Manpower Journal*, New Delhi, Vol. 28, No. 1, April-June 1992, pp. 34-35.
3. Ibid., p. 34.
4. Ibid., pp. 34-35.
5. Ibid., pp. 36-39.
6. See Amelia P. Varela, "Issues in the Human Resource Development in the Public Service" *Asian Review of Public Administration*, Vol. 1, No. 2 (December, 1989), p. 1.
7. See Dharma Vira Aggrawala, *Manpower Planning, Selection, Training and Development* (New Delhi, Deep & Deep Publications, 1987), pp. 70-71.
8. See K. K. Khullar, "Human resource development: fast backwards, "*FinancialExpress*, 17 January 1993, p. 6.
9. Ibid.
10. See Biswanath Ghosh, "HRD in Eighth Plan ! Slower Birth rate essential for success. *Business Standard*, 14th April 1992, p. 7.
11. Ibid.
12. Varela, n. 6, p. 2.

13. See Government of India, Ministry of Personnel, Public Grievances and Pensions, *Annual Report, 1992-93*, New Delhi, pp. iii-v.

14. Ibid.

15. Ibid.

16. *The Administrator*, Mussoorie, Vol. XXXVIII, No.1, Jan.-March, 1993, p. 15.

17. See for example, Kamla Chowdhry, "Strategies for Institutionalizing Public Management Educaion: The Indian Experience", in Joseph E. Black, James S. Coleman and Laurence D. Stifel, *Education and Training for Public Sector Management in Developing Countries*, New York, The Rockefeller Foundation, 1977, pp. 101-10.

18. For detailed analysis of such changes in developing countries, see Seluck Ozgediz, *Managing the Public Service in Developing Countries : Issues and Prospects*, Washington D. C., World Bank Staff Working Paper No. 583, 1983, pp. 25-42 : and Samuel Paul, *Training for Public Administration and Management in Developing Countries*, Washing D. C., World Bank Staff Working Paper No. 584, 1983.

19. For details of these programmes see Annexure of *Compendium of Training Programmes 1993-94*, Training Division, Government of India, April 1993, pp. 513-517 ; Also see Krishna Mohan Mathur, "Human Resource Development in Administration" in the *Indian Journal of Public Administration*. Vol. 33, No. 2 (April-June, 1987), p. 227.

20. See Administrative Reforms Commission, *Report on Personnel Administration*, Government of India, April 1969, Recommendation 26, as quoted by Mathur, n. 19, pp. 227-28.

21. Mathur, n. 19, p. 328.

22. See S. N. Swaroop, "Quest for Human Resource Development" in *Financial Express*, 17 April 1992, p. 6.

23. For details of such programmes see, Govt. of India, n. 1, pp. 38-58.

24. Samuel Paul, n. 19.

25. *Towards Equality*, Government of India, Ministry of Education and Social Welfare, December, 1974.

26. For details see Usha Nayar, "Towards a Gender Inclusive Theory of Human Resource Development" in *Manpower Journal* (New Delhi), Special Issue on Development of Women as a Human Resource, Vol. 26 (July–September, 1990), p. 19. This section draws heavily from the proceedings of the Seminar on Development of Women asa Human Resource published in the above issue.

27. Ibid.

28. Ibid., pp. 19–20.

29. Ibid., p.21.

30. See Government of India, *India 1992 : A Reference Annual* (Publications Division, Ministry of Information and Broadcasting, 1993), p. 45.

31. Ibid., p. 246.

32. As reported in the *Times of India*, 7 March, 1992.

33. Khullar, n. 8, p. 6.

34. Shailaja Chandra, "Human Resources Development for Women in India" in Uddesh Kohli and Vinayshil Gautam (eds.) *Human Resource Development and the PlanningProcess in India* (New Delhi, Vikas Publishing House, 1988) pp. 221–23.

35. Government of India, Ministry of Personnel, Public Grievances and Pensions, *Annual Report*, (1992-93), p. 120.

36. Ibid., pp. 26–28.

37. Government of India, O. M. No. 36012/17/88-Estt. (SCT) dated 25 April 1989.

38. Mathur, n, 19, p. 236.

39. Ibid., p. 237.

40. Khullar, n. 8.

41. Varela, n. 6, p. 8.