HUMAN RESOURCE DEVELOPMENT (HRD) PRACTICES IN DISTRICT CIVIL ADMINISTRATION

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Abstract
The present form of district is a mixed creation of Mughal and British but as a unit of administration it existed in India much before the beginning of Christian era. District has been the nodal point of the administrative system in India for about two hundred years. Administrative Reforms Commission has stated that "Need for changes in the machinery of government and its personnel have been felt to be compelling. It is equally clear that adhoc or peripheral administrative improvisations are doomed to be inconsequential and even futile and what is needed are the basic changes in the system and spirit of government as inherited from the British. Proper attitudes are to be cultivated by the country's bureaucracy and government in power. This should synchronize with re-determination of government hierarchies as well as of business methods. In addition to the structure and processes, the contents of administration require to be determined much more rationally." Human Resource Development (HRD) practices do make a difference in many ways. These practices enhance the internal capabilities of an organization to deal with current and future challenges faced by an organization.

Keywords: Human Resource Development, District Administration, Future Challenges.

Introduction

According to the introductory prologue to the "The Administrative Reforms Commission, compilation by Dr. S.R. Maheshwari , administration is a mechanism which the society, through its agency, government has designed and brought into existence to translate its volitions into fulfillment, when there is a conglomeration of resolutions continuing seeking almost simultaneously realization, this mechanism acquires an obvious and increasing influence, even urgency in the smooth functioning of the social order. Volume, nature and variety of desires released at a given time depend essentially on the stage of political development and maturity reached in the society. Society speaks through the government and the government activates itself through public administration".

Administrative Reforms Commission has further stated that "need for changes in the machinery of government and its personnel and its personnel have been felt to be compelling. It is equally clear that adhoc or peripheral administrative improvisations are doomed to be inconsequential ,even futile and what is needed are basic changes in the system and spirit of government as inherited from the British. Proper attitudes are to be cultivated by the country's bureaucracy. This should synchronize with re-determination of government hierarchies as well as of business methods. In addition to the structure and processes, the contents of administration require to be determined much more rationally."

Review of Literature

In the context of the present study it is important to take cognizance of the studies related to research problem under study.

Shastri (1957) has analysed that collector of the district occupies cardinal position in the administration. He is the local representative of the government. He is the head of the revenue department in the district; he is the executive district magistrate and keeps in general touch with the working of all the departments in the district.

Khera (1964) has studied that the district in India is in many ways the most important unit of field administration in the country. It in a convenient geographical unit, where there can be concentrated the total apparatus of public administration it provides a practical method for management of public affairs in a country like India. It is many ways the result of history. It has stood the test of time and time provides some very severe tests for all forms of organisations everywhere. Shukla (1976) has enumerated a comparative study of variations in administration setup in different states and their implication have also been noted and compared.

Pareek and Rao (1981) have emphasized that human resource system requires a different type of emphasis on analysis of the roles, (key performance areas and critical attributes), matching to the role of person (recruitment placement and promotions) developing the person in the role (performance appraisals, feedback and counseling and training), potential appraisals, carrier development and planning, developing a role for a person(job rotation, job enrichment , job design and redesigning) and role of effectiveness etc.

Sharma (1992) has studied that development being an ideology has to be pursued vigorously in order to fulfill pledges and commitments made to the toiling millions by our national leaders. Ashwa Thapa (2000) has provided a refreshing and awarding in sight into the management of human resources and focuses on the strategic human resource management, human resource planning training and development.

Rao T.V.(2003) presents a global scenario in terms of H.R.D and its development. It then goes on to review the status of HRD in India and points out its adequacies and inadequacies. The study identifies the challenges faced by HRD today in the wake of rapid globalization. Avoiding fads of dubious theoretical or practical value, it highlights the importance of ethics and transparency in business.

Rathod (2005) has systematically and scientifically traced the historical background of Indian administration. It is an in-depth analysis of various facts and figures of Indian administration. Malhotra (2006) enumerates that Public Administration is the process and study of policy implementation in the federal, state and local governments. Governments are made of all levels of bureaucracies and within these bureaucracies administrators manage workers so as to carry out the policies. We live in an era when government is frequently criticized and much of the criticism is directed at public administration- bureaucrat bashing.

Sharma (2006) encompasses, vital information on all pertinent aspects like personnel policies, procedure of recruitment and agencies, training procedure in administration, performance appraisal , promotion policy in India, morale and discipline in services , human relations etc. (2009) gives a well knitted and balanced coverage of theory, contemporary issues and anecdotes regarding human resource management. Employee empowerment, potential appraisal, succession planning, strategic HRM, HRM in a changing environment, human resource in virtual organization, international human resource management and leadership in the new millennium are some of the contemporary issues discussed.

Awang (2010) examined the impact of job satisfaction of university lecturers on their commitment towards academic activities. This study confirmed that there is significant relationship between job satisfaction and work commitment. Martin (2011) conducted an investigation to find out the influence of HRM practices on job satisfaction, organizational commitment and on influence on intention to quit. The result of the research found a significant relationship between perceptions of human resource practices and intention to quit mediated by organizational commitment and job satisfaction.

Khan (2012) conducted a study on university teachers of Pakistan Universities to find out the relationship between job satisfaction and HR practices. The study found that male teachers were more satisfied with their jobs and female teachers are more satisfied with the HR practices of the universities. Rani (2014) suggested that training and inevitable and unavoidable in any sector. To develop an integral and proactive training and development strategy there is requirement of coherent corporate culture rather than ad-hoc programs. Kumar (2016) examined that the training need analysis revealed that the civilian police training environment has to cater to the democratic policing ideals. Police training is a professional police priority which needs aggressive mainstreaming efforts in police organizational culture.

The review of literature suggests that a very few articles have dealt with Human Resource Development practices in District civil administration. This research is an attempt to fill the gap.

Need of the Study
The present district civil administration in India in basically the creation and legacy of British colonial masters which suited to their interest to rule the country. The present District Civil Administration has proven inefficient an ineffective to meet the expectation of the people of India due to its bureaucratic way of functioning. Effective, rational, and structural policy planning and long term vision has been replaced by short term gains. Some of the challenges and problems faced by the District Cvil Administration are: the Deputy Commissioner is overburdened, leadership, supremacy and control function of Deputy Commissioner has suffered in the recent past, frequent transfers and the failure of coordination at district level.. In the recent years new stresses and strains have developed in the functioning of deputy commissioner institution.

The experience of the developed countries has shown that HRD programme plays a crucial role in determining performance. Indian organizations now want their human resources to be developed to the world class level. It is high time that human resource development gets top most priority in the strategy for achieving administrative effectiveness. The need of the study was felt because HRD is needed to develop competencies and to develop a proper climate. It replaces the old values by new ones.

Objectives of the Study
Considering the significance of HRD practices to meet the challenges of District Civil Administration the present study was undertaken with the following objectives:
- To study the problems of the District Administration functioning.
- To analyze the nature of HRD practices, as perceived by personnel at senior, middle and lower levels, in District Civil Administration.
- To give suggestions on the bases of the findings of the research study.

Research Methodology

The research was carried out in the in the state of Himachal Pradesh. In order to achieve the objectives the research was conducted to evaluate and analyse the role of human resource development in district civil administration. The primary data was collected through the schedule questionnaires from the selected two district administration i.e. Shimla and Mandi. A group of 500 respondents belonging to all India services, State services, H.P. allied services, technocrats, H.P. revenue subordinate services etc. constituted the sample of the study (Total = 500) were drawn randomly.

Procedure

A good rapport was established with the respondents before administering any measure. They were assured that the data collected would be used for research purpose only and their responses would be strictly confidential. They were asked to fill up the personal data sheet and schedule questionnaire. The participants were also interviewed informally with a view to have a feel of the extent to which HRD practices were being followed. For analyzing the results the corresponding percentage score were calculated. The secondary data was also collected from published and unpublished sources like journals, magazines, commission's reports and through internet also. On the basis of these above mentioned data conclusions and suggestions have been drawn.

Human Resource Development

Nadler (1970) defined HRD as series of organized activities, conducted within a specified period of time and designed to produce behavioral change. Some of the common activities he identified with HRD are training, education and development. He identified training as an activity intended to improve performance on the job, education as an activity intended to develop competencies not specific to any one job, and development as preparation to help the employee move with the organization as it develops.

In the revised definition, Nadler (1984) defined HRD as organized learning experience in definite time period to increase the possibility of job performance and growth.

According to T.V. Rao, (1990) HRD is a continuous planned process by which employees are helped to acquire or sharpen capabilities require to perform various tasks and functions associated with their present and expected future roles, develop their general abilities ,capabilities as individuals so that they are able to discover and exploit their own inner potential for their own and /or organizational development purpose and develop an organizational culture where superior –subordinate relationship, teamwork and collaboration among different sub units are strong and contribute to professional well being, motivation and pride of employees. In short, HRD aims at helping people to acquire competencies required to perform their functions effectively.

MacLean and Maclean (2001), have offered the following definition of HRD, after reviewing various definitions across the world. Human resource development is any process or activity that either initially or over the longer term, has the potential to develop adult's work based knowledge, expertise, productivity and satisfaction, whether for personal or group /team gain or for the benefit of an organisation, community, national or ultimately the whole humanity.

As far as instruments or subsystems of HRD are concerned, various thinkers and professionals have given different views and redesigned the mechanism in different ways. Though there is diversity among these views but there is unanimity of opinion among various HRD practitioners regarding some of the instruments. A well designed HRD programme should have the following sub systems or mechanisms:-

- **Performance Appraisal:** Performance Appraisal have become increasingly important tool for organisation to use in managing and improving performance of employees in making, timely and accurate staffing decisions and improving the overall quality of service delivery. The appraisal process is a formal way of evaluating an employee's performance.
- **Potential Appraisal:** Potential Appraisal is different from performance appraisal which show employee's current performance in his existing role. If the employee is required to play a completely different set of roles at higher levels, potential appraisal needs to be carried out at regular intervals. The objective of potential appraisal is to identify the potential of a given employee to occupy higher positions in organizational hierarchy and undertake higher responsibilities.
- **Career Planning:** Career Planning is a process of integrating the employees needs and aspirations with organizational needs. Career programmes and Human Resource programs are linked to the degree that help each individual meet individual and organizational requirement.

- **Training and Development:** Training is a learning experience designed to achieve a relatively permanent change in an individual that will improve the ability to perform on the job. Employee development, on the other hand, is a future oriented training process, focusing on the personal growth of employee. Bothe training and development focus on learning.
- **Organization Development**: Organization Development may be defined as "A change effort i.e planned, focused on an entire organisation or a large sub system, managed from the top, aimed at enhancing organisational health and effectiveness and based on planned interventions need with the help of change agent or third party who is well versed in the behavioral sciences". (Back hart)
- **Rewards**: Intrinsic rewards come from the job itself, such as feeling of achievement, pride in doing a job etc. Extrinsic rewards come from a source outside the job including pay, promotions and benefits.
- **Employee Welfare and Quality of Work Life (QWL)** : The Oxford dictionary defines employee welfare as " efforts to make life worth living for workmen". For overall development of workers, only good wages are not enough. They also need to be provided with good physical conditions and motivating work. In HRD system there is always a focus on employee welfare and quality of work life.

District Administration- As a Unit of Public Administration
The present form of district is a mixed creation of Mughal and British but as a unit of administration it existed in India much before the beginning of Christian era. District has been the nodal point of the administrative system in India for about two hundred years. It is largely at the district level that all agencies of government coverage, policies and Programmes find a concrete shape. The main points of contact between the citizen and the administration are considerably determined by the degree of its efficient functioning at district level. District administration has traditionally occupied a pivotal place in the Indian administrative culture born out of the consideration of revenue extraction and law and order maintenance in the early period in the part areas of company rule in India .District administration has undergone a steady process of functional multiplication and corresponding organizational differentiation.

State governments in India create districts for administrative convenience. Districts therefore have no independence existence of their own. Their boundaries are artificial and accordingly can be, and sometimes are, altered. District administration then is the total action of government. The broad purpose of the district administration is to maintain law and order, collect revenue and attend the positive welfare of the resident population.

Since independence, there has been a phenomenon increase in the activities of the government particularly in the sphere of welfare and development. The establishment of parliamentary form of government both at the centre and state level, acceptance of planning as main instrument to give effect to social and economic goals enshrined in the new constitution, the spread of education and political awakening and the emergence of popular three tier PRI institutions of democratic decentralization have materially altered the framework of functioning of collectors. The role of Deputy Commissioner is so wide that it touches functionally every department. District administration in India deals and must deal with a widely embracive sphere of total management of public affairs. The district administration provides the principal points of contact between the citizens and the processes of government. It is truly the cutting edge tool of public administration

The present form of District Administration faces numerous problems. These problems are structural or organizational inadequacies. District, as it exists today in India, is a child of history. Its structure has been evolved on the principle of convenience. District Administration also faces the problems of decentralized planning. There are many impediments in the police, magistracy relationships.

Human Resource Development Practices in District Civil Administration: An Analysis.
According to Simon,"skills, values, knowledge and speed are the rationale limits of behaviour of a district bureaucrat." According to Peter Drucker, doing the right thing is the best synonym for the word effectiveness. To be effective should have clear objectives, abilities to utilize opportunities and respond to new challenges. Thus an efficient administrative system, unit or organization would be judged whether it is able to meet the expectations of the society.

The findings of the study indicate that there is still substantial scope for improvement in the various aspects of HRD practices. HRD polices and strategies can bring changes to cope up with the emerging trends. Due to the rapid growth of population, rapid industrialization, manifold increase in communication and transport facility has awakened the masses to their rights and privileges. Under such tremendous pressure of growing duties and responsibilities and rising expectations of the society cannot be met in the absence of planned HRD mechanism.

The majority of the respondents (81.80%) felt that there is a need for independent HRD division/ office in the district administration which takes care of required HRD intervention in the district administration for bringing more professional competence and improvement so that public delivery of improved services is made available.

The majority of the respondents (89%) felt that there is a need to make performance appraisals system more transparent and ensure that it leads to improved performance. The present performance appraisal is based on annual confidential report which is seen more as coercive in nature rather than HRD growth oriented method. Further there is need to introduce potential appraisals and feedback and counseling mechanism as majority of the respondents (96.20%) in favour of above change. Open, objective and participative appraisal and feedback develop better superior –subordinate relations.

The finding of the study further indicates that majority (59%) of the respondents felt that there is scope of improvement in the training especially at the middle and the bottom hierarchy. A huge diversity has been recorded while knowing categorical effectiveness of training imparted. All the officer who are directly recruited to the all India services and non-technical central services (Group-A) through the competitive examination conducted by the Union Public service Commission undergo induction training by the way of foundation course conducted at the Lal Bahadur Shastri Academy of Administration Mussoorie followed by professional training in their respective training institutions. Training of State and Allied State Services Administrative officers is imparted in State Administrative Training Institutes and State Institute of Rural development. The State Administrative Officers in Himachal Pradesh are imparted training in H.P Institutes of Public Administration. The key to the HRD approach to training is systems thinking : the assumption that training has an interdependent dynamic relationship with other processes. A change in one area is followed by change in another. The majority of the respondents (70.80%) were not satisfied by the career planning growth and development in the civil administration. Excellent career planning and growth in any organisation can be motivational channel to attract the employees and for building organizational commitment.

The majority of the respondents (64%) felts that there is a need for encouragement of culture and HRD climate building for organizational development. Without culture, organisation is like a ship drifting in the ocean. In the study undertaken, it is also felt that HRD climate should be improved. The general climate deals with the importance given to human resource development in general by the top level. The OCTAPACE culture deals with the extent to which openness, confrontation, trust, autonomy, proactively, authenticity, collaboration and experimentation are valued and promoted in the organization.
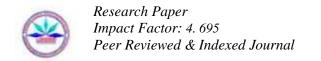
Welfare needs of employees result in motivation and moral, in addition to the social security. If employee welfare and quality of work life is taken into consideration, the working environment of an organisation is always strengthened. The majority of the respondents (71.80%) were not satisfied, regarding employee welfare and quality of life. The scope of QWL movements which originally include only job redesign efforts has gradually widened very much so as to include a wide variety of interventions.

Conclusion
It is a well known fact that District Administration is a premier institution of modern democratic establishment which interact, plan and deliver the fruits of modern democracy directly to the citizens. The significance of HRD arises from the basis that the people constitute the most active resource in any organization. HRD practices do make a difference in many ways. HRD practices enhance the internal capabilities of an organization to deal with current and future challenges faced by an organization. Appropriate HRD policies help maintain employee motivation and morale at a high level. Rationally and logically planned excellent human resource practice also energizes people. The commitment and motivation built through good HR practices can lead to hard work and can have a multiplier effect on the conversion of human capital to organizational capital. The culture so built can help to create a sustainable and lasting capabilities of an organization to manage itself and not only cope with the external turbulence but even encash on the opportunities offered by the changing environment.

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