CHAPTER III

PERSONNEL ADMINISTRATION

Recruitment

Meaning and Methods: Generally, the term ‘recruitment’ is used in the sense of appointment. But this is not correct. In the technical phraseology of administration recruitment means attracting the proper and suitable type of candidate for a post to be filled.

The most common method of recruitment is the ‘situation vacant’ or ‘help wanted’ advertisement in the newspapers or notices published in Government Gazettes. It is, however, said that this method even though it may succeed in calling forth a large number of applications does not necessarily ensure the coming forward of suitable candidates. For that, more active efforts on the part of recruiting authorities is called for. Efforts to attract the right type of candidate constitute what is known as ‘positive recruitment’ as distinguished from the ‘ordinary or passive’ recruitment.

Methods of positive recruitment are several. The attractions of the service may be brought to the notice of the prospective candidates in a telling and picturesque way through the various means of publicity like posters, folders, illustrated
advertisements in papers and magazine, and on the radio, T.V. and the screen. These methods are employed when mass recruitment on a large scale has to be made, as for example, for the defence forces during the war. During the last world war all these methods were adopted to attract recruits for the armed forces. Exhibitions were organised in which the daily allowances of rations, the uniform and other apparel and various other amenities and comforts available for the recruits were exhibited. Another method is to tap directly the sources of supply. Thus for the recruitment of doctors, engineers and each civil servant, the recruiting authorities may contact the educational institutions, ask the heads of these institutions to furnish them with a list of bright students, interview them on the spot, and encourage them to apply. In case of high posts requiring special qualifications and experience, the recruiting authority may get in direct touch with suitable persons of established reputation in the relevant line, and negotiate terms with them. After settlement, they may be asked to apply formally, and their applications may be cleared with the public service commissions.

In a country like India where unemployment is widespread one would imagine that there is hardly any need for methods of positive recruitment. Yet, really such a view is not justified. It is true that for the posts of a routine nature there is a rush of applications, but to get suitable candidates for the higher-bracket positions is as much of a problem here as elsewhere and, often, the recruiting authority for such positions has actively to
look around for the right candidate and even to persuade him to come in.¹

Recruitment can be from within as well as from without. When the recruitment to the higher posts is made from among those who are already working in the lower grades, it is called recruitment from within. But when the persons for higher jobs are recruited by open competition and those considered as the best are picked up, the system is called recruitment from without. The former is called the system of recruitment by promotion whereas the latter is called the system of direct recruitment.

The recruitment to the higher position in the Panchayat and Rural Development Department is made by the Assam Public Service Commission, which follows the rules of the Government. Generally the conditions for advertisement of the vacancies are made in consultation with the Public Service Commission.

The Commission recruits candidates on the basis of merit based on open competitive examination. Under this system all those persons who have the requisite qualifications are suitable to the public services and to be the applicants for posts lying vacant in public services. However, the commission must observe certain limitations like citizenship, age, residence and other academic qualifications of the candidates. Further provision has been made for reservation of seats for Scheduled Castes, Scheduled Tribes

¹ Sharma, Dr. M.P. & Sadana, Dr. B.L.: Public Administration in Theory & Practice, Kitab Mahal, Sarojani Naidu Marg, Allahabad, 2004; PP. 392, 393.
etc., considering the backwardness of certain communities. If sufficient number of qualified candidates belonging to Scheduled Castes and Scheduled Tribes is not available for filling up the vacancies for that community, this should be carried over and added to the normal reservation in the next recruitment year in respect of that community and the current vacancies shall be filled up by other qualified candidates, provided that there is no carryover of residual reservation beyond the next competitive examination.

If the candidates belonging to the SCs and STs obtain less marks than the marks prescribed the Selection Authority has the discretion, in order to make up the deficiency, to select candidates belonging to the community concerned, who may have low place in the employment list, provided that such authority is satisfied that the minimum standard necessary for maintenance of efficiency of administration has been reached in their cases. Similarly, in direct recruitment, otherwise than by examination if the SC and ST candidates obtain a lower position than the candidates of their communities, the same policy is followed, provided such candidates satisfied the standard necessary for the maintenance of efficiency of administration. This policy is followed even today for all the departments.²

Since the aim of recruitment is to attract best candidates, the Public Service Commission advertises vacancies

² Establishment SC. G. 9 of 25/5/72 71/17.
stating the nature of post, salary, the qualifications required for etc. After the receipt of applications the Commission selects the candidates who satisfied the terms of advertisement. The Commission also takes care to see that the information furnished by the candidates is complete.

After considering all the factors the Commission calls the candidates for appearing in the examinations to be conducted by it.

The next function of the Assam Public Service Commission is to conduct examinations. It requires a good deal of advance planning and attention at every stage of examination.

The examinations are held to test candidate's general ability and intelligence, critical mental outlook etc. This is practised by prescribing compulsory papers - General English and General Knowledge. The syllabus includes a large number of optional subjects.

The combined competitive examination for recruitment into ACS and allied services consists of two stages - (i) Preliminary Examination and (ii) Main Examination.

**Preliminary Examination**

The preliminary examination consists of two papers of two hours duration each. This examination is meant to serve as a
screening test only. The marks obtained in the this examination by the candidates who are declared qualified for sitting in the main examination will not be counted for determining the final order of merit. The questions are of multiple choice objective type.

Paper - I: General Studies  Marks = 200  Duration 2 (Two) Hours

Paper - II: Optional Subject  Marks= 200  Duration 2 (Two) Hours

The optional subject is to be selected from the list of subjects given below:

4. Botany  5. Chemical Engineering
17. Law  18. Mathematics
19. Mechanical Engineering  20. Medical Science
27. Zoology*3

*3 Syllabi for the Combined Competitive Examination (Preliminary and Main Examination), Assam Public Service Commission, Jawaharnagar, Khanapara, Guwahati, (no date of publication); P. 1.
Main Examination

A candidate who is qualified for the main examination will have to appear in a written examination carrying 1400 marks and an interview carrying 200 marks. The written examination consists of General English, General Studies and two optional subjects. Each optional subject will have two papers. The questions of the examination will be conventional essay type.

General English 300 marks 3 hrs duration

The candidate has to select the two optional subjects from the list given below:

1. Agriculture 2. Animal Husbandry & Veterinary Science
15. Geology  16. History  17. Law  
18. Modern Languages and Literature & Classical Language 
   (any one only) (a) Assamese (b) Bengali (c) English (d) Hindi 
   (e) Arabic (f) Parsian (g) Sanskrit  
27. Statistics  28. Zoology⁴  

Candidates will not be allowed the following combinations of subjects: 

a. Anthropology & Sociology  
b. Mathematics & Statistics  
c. Philosophy & Psychology  
d. Agriculture & Animal Husbandry & Veterinary Science  
e. Out of the Engineering subjects not more than one subject may be offered.  

The commission have discretion to fix qualifying marks in any or all the subjects of the Examination. Marks will not be allowed for more superficial knowledge.  

⁴ ibid, P. 58
Interview/Personality Test

Candidates who obtain minimum qualifying marks in written part of the Main Examination as may be fixed by the Commission at their discretion shall be summoned for an interview. The candidates will be interviewed by a Board which will have the records of the career of the candidate. The Interview/Personality Test however will not have any qualifying marks. The marks scored in the Interview will be added to the marks scored in the Written Examination (Main) and the ranking of the candidates will be determined on the basis of the total marks obtained.

In direct recruitment system, all those who consider themselves eligible for a vacant job are given opportunity to apply and if found fit to compete as well. Under this system all those who are either in service or not are given equal stake their claim for senior position. The system has been much praised by the supporters. Under this system, the area of selection considerably widens and selection board gets an opportunity to select the most capable and competent available persons in the market. The system is also in accordance with democratic principles which stand for equal opportunities for all. Again, under this system it is possible to infuse new blood in services which is not only essential but also health of society and services. The system is very essential for technical jobs where new scientific methods are being tried and the youngmen alone either have knowledge or can have the ability and capacity to pick that up. Further, if there is no provision for
outward promotion, that is likely to lead to frustration for young graduates coming out of universities, as all higher jobs will simply be denied to them.

But there is the other side of the picture as well. It is argued that by merit recruitment only fresh and raw hands will be joining the service and occupying higher jobs. These people will take their own time in picking up the work and the state will be required to spend a lot on their training which poor countries can ill-afford. Then there is no guarantee that the academicians will possess high character and undisputed integrity. It is also said that in case they fail to maintain healthy employer-employee relations the whole nation will be the sufferer. The system is also likely to create jealousies among the old experienced people who will find the young, inexperienced raw hands over their heads and bossing over them. In very many cases that is likely to lead to discontentment and unhealthy rivalries.

In practice a compromise between the two principles has been effected in most countries. In India, there is a direct recruitment for all higher services, but a certain proportion of posts varying from service to service, is reserved for being filled up by promotion from below. Broadly speaking, the higher the service or the class, the greater is the proportion of direct recruitment. The Central Pay Commission report describes the position in regard to central services class I & II thus:
"It is necessary to explain that recruitment to class I is made primarily through a competitive examination held by the Public Service Commission (and occasionally by selection by them) and to a lesser extent by promotion (with the concurrence of the Public Service Commission) from Class II. Class II also is in many cases recruited through a competitive examination held by the Public Service Commission (or selection by them). The proportion of men promoted to class II from lower rank is however larger than in the case of proportion to class I. In some departments class II is entirely filled by promotion."\(^5\)

The All-India Services are in a class by themselves. The bulk of recruitment to them is made directly by competitive examinations, but during the four or five years following independence due to the depletion of the higher ranks a large number of their posts were filled up by the promotion from lower ranks and in case of the I.A.S. from the executive services of the state. In the year 1955, for example, the number directly recruited for the I.A.S. was 50, while that by promotion from state Civil Service was 52.

It should be noted that in India the service personnel, subject to the requirement of the age qualification and permission of the head of the department is eligible to take the competitive examinations for the higher services or to apply for selection, if that be the method of recruitment. In some services like the police, however, the necessary permission is not given. Anyway, it is only the younger officials who can take the competitive examinations. The older people are barred out on account of being overaged, and the only chances for them to go up by promotion.

In the states, wide variations are found. In states like U.P. Bihar etc. directly recruitment by competition or selection is largely made for class I and Class II services, while in a state like Madras the bulk of appointments to these are made by promotion from below, the proportion of direct recruitment being only 20 or 25.

Selection, either internal (recruitment from within) or external (recruitment from outside) is a deliberate effort of the organization to select a fixed number of personnel from a large number of applicants. Selection involves three distinct but not mutually exclusive stages, viz., recruitment, selection and placement, in that order.

Recruitment is the generating of applications or applicants for specific positions through three common sources i.e. advertisement, state employment exchange agencies or private
employment agencies and present employees. In addition, educational institutions, labour unions, casual applications and leasing (deputation) are also utilised.

A well-thought out and planned advertisement for an appointment reduces the possibility of unqualified people applying. Organisations often spend large amounts of money and time in processing applications. If an advertisement is clear and to the point, candidates can assess their abilities and suitability for the position.

Employment exchanges, with branches in most cities can also generate applications. Their main functions are registration of job seekers and their placement in notified Vacancies. The compulsory Notification of Vacancies Act of 1959 which became operative in 1960 imposes certain obligations on all employers in the public sector, and those engaged in non agricultural activities. Under section 4 of the Act, it is obligatory for employers to notify the nearest employment exchange of vacancies in their establishment before they are filled.

Very often, selection has to be made from within the organisation because of contracts with union and officers' associations. A certain percentage of personnel agreed on by the management and the union has to utilised in the new operations.

Another source of recruitment is deputation from other organisations. When a person possesses certain abilities useful to
another organisation, he is deputed to it for a specified duration. Deputation is useful because it provides ready expertise. However, because of the short duration, the deputed employees often fail to become part of the organisation.

The Panchayat & Rural Development Department requires thousands of officials. It depends on Assam Public Service Commission for recruiting candidates to the higher positions.

In addition to above practice, the Department of Panchayat and Rural Development utilises the Employment Exchanges as the source of recruitment to the lower positions.

The recruitment through Employment Exchanges is made within the framework of the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959, which has been amended in 1960.

"Employment Exchange" means any office or place established and maintained by the Government for the collection and furnishing of information, either by the keeping of registers or otherwise, regarding –

i) Persons who seek to engage employees,

ii) Persons who seek employment, and

iii) Vacancies to which persons seeking employment may be appointed.
"The Establishment" means -

(a) any office, or

(b) anyplace where any industry, trade, business or occupation is carried on.

The "Establishment in public sector" means an establishment owned, controlled or managed by -

i) the Government or a Department of the Government,

ii) a Government company as defined in section 617 of the companies Act, 1956.

iii) A corporation (including a co-operative society) established by or under a central provincial or state Act, which is owned, controlled or managed by the Government.

According to the Act unskilled office work means work done in the establishment by any of the following categories of employees, namely -

i) daftri,

ii) jamadar, orderly and peon,

iii) dusting man or farash,

iv) bundle or record lifter,

v) process server,
vi) watchman,

vii) sweeper,

viii) any other employee doing any routine or unskilled worker which the Central Government may, by notification in the official Gazette, declare to be unskilled office work.

This Act is not applied in relation to vacancies –

(a) In any employment in agriculture (including horticulture) in any establishment in private sector other than employment as agricultural or farm machinery imperatives.

(b) In any employment in domestic service;

(c) In any employment the total duration of which is less than three months;

(d) In any employment to do unskilled office work;

(e) In any employment connected with the staff of parliament.

Further, following vacancies are also excluded-

(a) Vacancies which are proposed to be filled through promotion or by adsorption or surplus staff of any branch or department of the same establishment or on the result of any examination conducted or interview held by, or on the recommendation of, any independent agency, such as the Union or a state Public Service Commission and the like.
(b) Vacancies in an employment which carries a remuneration of less than sixty rupees in month.

(i) After the commencement of this Act in any state or area thereof, the employer in every establishment in public sector in that state or area shall, before filling up any vacancy in any employment in that establishment notify that vacancy to such employment exchange as may be prescribed.

(ii) The Government, may by notification in the official Gazette, require that from such date as may be specified in the notification, the employer in every establishment in private sector or every establishment pertaining to any class or category of establishments in private sector shall before filling up any vacancy in any employment in that establishment, notify that vacancy to such employment exchanges as may be prescribed, and the employer shall thereupon comply with such requisition.

The Employers have to furnish information in relation to vacancies that have occurred or about to occur in the establishment to the Employment Exchange. The Government may, by notification in the official Gazette, require that from such date as may be specified in the notification, the employee in every establishment in private sector or every establishment pertaining to any class or category or establishments in private sector shall furnish such information or return as may be prescribed in relation
to vacancies that have occurred or are about to occur in that establishment to such employment exchanges as may be prescribed, and the employer shall thereupon comply with such requisition.

The form in which, and the intervals of time at which, such information or return shall be furnished and the particulars which the shall contain shall be such as may be prescribed.

Such officer of Government as may be prescribed in this behalf, of any person authorized by him in writing, shall have access to any relevant record or document in the possession of any employer required to furnish any information or returns at any reasonable time any premises where he believes such records or document to be and inspect or take copies of relevant records or documents or ask any question necessary for obtaining any information required under this section.

Provision for penalties has also been made in the Act to the Employers who fail to notify to the Employment Exchanges prescribed for the purpose of any vacancy. The reasons for it are –

i) refuses or neglects to furnish such information or return, or

ii) furnishes or causes to be furnished any information or return which he knows to be false, or

iii) refuses to answer, or gives a false answer to, any question necessary for obtaining any information required to be
furnished under section 5, or impedes the right of access to relevant records or documents or the right of entry conferred by section 6, he shall be punishable for the first offence with fine which may extend to two hundred and fifty rupees and for every subsequent offence with fine which may extend to five hundred rupees.

Promotion

**Meaning:** Promotion may be looked at from two points of view. From the point of view of employee, it is an advancement from a lower grade or class of service to a higher one carrying a larger salary and higher duties and responsibilities, while from the point of view of employee authority it means filling up the higher posts by the fittest persons from within the service. As a matter of principle, public interest matter than the interest of individual employees should be the ruling consideration in making promotion. Care has, however, to be taken that promotions made should not leave an impression of injustice or unfairness among the employees; for that too is detrimental to public interest.

It should be remembered that "mere increase of pay, e.g., by annual increments within the scale already held, is not promotion. Although in most cases promotion implies larger salary, its essence is getting into a post of higher duties and responsibilities."6

---

6 *ibid*, P. 439.
Keeping this in mind, one may distinguish between two categories of promotion, i.e. (i) from a lower grade to a higher grade within the same class, say e.g., clerical, and (ii) from one class of the service to a higher class, e.g., from class II to class I, or from the clerical class to administrative class. Promotions of the former category are usually left to the discretion of the head of the department concerned, but in class to class promotion, sanction of or clearance with a central authority (e.g., Public Service Commissions and Finance Department in India) is required.

**Line of Promotion:** Normally promotions are departmental, i.e., a vacancy in a higher post in a department is usually filled from among the employees of that department. To bring in an outsider on promotion creates discount and frustration among the employees of the department thus superceded. Interdepartmental promotions, however, occur (e.g., in England) in three circumstances, i.e.

1. In connection with the highest posts, e.g., the permanent heads of departments and their deputies, principal financial officers and principal establishment officers.

2. When the department concerned has to fill a particular post for which no suitable candidate is available in that department, and
3. When a new department is created or expansion of an existing department takes place, it is the normal practice to take special steps to consider the claims of officers serving in other departments for appointment to the new posts thus created.

Within the department, the line of promotion is determined by grades, classes and services. The normal expectation of promotion for an employee of a particular grade is to the next higher one above it. He is not allowed to skip over the intermediate grades to reach one several steps distant from him. Again, normally, the promotion is from grade to grade within the same class. Inter-class promotion is not unknown, but it involves special selection and is not a routine occurrence. Finally, promotion is with rare exceptions, within the service, eg, a medical officer cannot, for obvious reasons, be promoted to an engineering post even within the same department, nor a police officer to the post of the financial officer.

**Principles of promotion:** The need for principles of promotion arises because the opportunities for it are limited. Nothing is more destructive of the morale of public services than the impression that promotions are capriciously made. Hence the importance of principles of promotion.
The principles of promotion are only two—seniority and merit. These may be followed as alternatives or in some degree of combination.

(a) **Principle of Seniority:** The principle of seniority is that the length of service should determine the order of precedence in making promotion. According to it, between two employees, he who has been longer in service should receive the promotion. Determination of seniority is not always a simple affair. Mere length of service of course, does not determine it, otherwise an old peon of a department might have to be considered senior to his boss who may be a young man and entered service later than he. So, a public servant of a higher grade or scale is always regarded a senior to those lower down. Even among employees of the same grade, sometimes the question arises whether seniority should be computed from the date of appointment or confirmation.

The great merit of seniority as a principle of promotion is its objectivity. It is not a matter of opinion, but a fact, and there is little room for repotism or favouritism in its application. It determines the order of precedence according to age and experience which is in conformity with established usage in society. Raising younger people on the ground of merit over their older and more experienced colleagues is
naturally very unpopular with the latter and the principle of seniority is an effective bar against that. The staff, therefore, always favour this principle of promotion as against merit.

The principle of seniority has, however, a number of drawbacks. First, it assumes that all the employees of the grade are fit for promotion which is not the case. Secondly, seniority does not necessarily coincide with age, specially in a grade which is partly recruited directly and partly by promotion, and so it may not be able after all to prevent younger people being placed over the older. Thirdly, unless the promotion to higher posts from the lower is large, and vacancies in the former arise at regular and uniform intervals the principle of seniority is enable to ensure the reaching of the higher positions by every officer and his holding it for a reasonable period. Fourthly and finally, even if the principle of seniority is free from the above defects and could offer universal satisfaction to the claims of all for promotion, the question would remain whether it is a rational and just principle of promotion.

In practice, however, the pull of seniority over promotions is still great. Any departure from the line honoured maxim of 'First come, first served' is psychologically disagreeable to those making promotion as
well as to those from whom it is to be made. Those who are entrusted with the power of making promotions are themselves generally older and senior people and barring rare exceptions, naturally have an unconscious bias in favour of seniority. Considerations of departmental peace and harmony further up the scale in favour of seniority. It is no wonder, therefore, that in spite of all arguments against it, seniority is still firmly entrenched as a principle of promotion in all except perhaps the highest ranges of the service.

(b) **Principle of Merit:** The principle of merit is the rival of the principle of seniority. The case for this principle in determining promotion is practically unassailable. It is self evident that the most meritorious or best qualified person should be selected for promotion. Merit is however, a complex concept and includes besides intellectual attainments as revealed by degrees and examinations several other factors like personality, capacity for leadership, strength of character and so on. It is therefore, no easy to measure it objectively, and several methods for testing it have been suggested and are in vogue.

(c) **Methods of Testing Merit:** Broadly speaking there are three methods of testing merit, viz., a) written examination with
or without interview, b) determination by the head of the department in his discretion on the basis of his personnel knowledge of the employee and his work, and c) determination by the head of the department on the basis of service rating and records. It should be carefully noted that these methods are not independent principles of promotion, but mere aide to the determination of merit which alone is the principle involved in this connection.

(i) Written examination as a method of merit determination: Examination is more or less an objective method of determining merit. It eliminates favouritism, and relieves the promotion making authorities of the troublesome responsibility of making selections, but the qualities required for a post of responsibility do not easily land themselves to this test. Hence, examination is not generally used for testing the merit of candidates for promotion except in those cases where the number of candidates from whom selection is to be made is rather large and where specialised knowledge is an important requisite for the posts to which promotions are to be made.

Promotional examinations are competitive. They are also closed, i.e., confined to those already in service. They must be distinguished from the departmental examinations.
which prevail in many of Government of India’s departments like audit and accounts, income tax, etc.

(ii) Discretion of the head of department: The determination of merit for promotion may be left to the judgment of head of the office or department concerned, who has personal knowledge of the employees and their work in his organisation. Such personal knowledge is however, possible only in small organisations, and the correct use of discretion depends upon the discernment and integrity of the head concerned. In small-scale business and industry this is the method usually followed. It has the advantage of being both simple and comprehensive, but it is highly subjective and may easily create the impression of favouritism or arbitrariness in promotion among employees.

(iii) Service Records and Efficiency Rating: The third and last method of evaluating merit in connection with promotion is the judgment of the head of the organisation aided by service records and efficiency rating on their basis.

The maintenance of service records is a fairly old and universal practice in Civil service, but rating or evaluation of relative
merit of the employees on their basis for purposes of promotion is comparatively a new development which we owe largely to America. Methods of efficiency rating on the basis of service records may be classified under four categories: (i) rating according to production record, (ii) trait-rating, (iii) substantiating evidence reports, and (iv) analytical check lists.

The first category, i.e., production record rating is comparatively simple, but it applies only to repetitive and mechanical work like typing, stenography, etc., where quantitative comparison of output is easily possible. Such rating sometimes takes into account certain other qualities also like punctuality, industry etc.

The second category, i.e., trait rating is illustrated by the so-called Graphic, Rating Scale. As used in Washington, the Graphic Scale included 15 traits or qualities which were judged under five grades each indicated by appropriate adjectives like highest possible, very good, ordinary and very bad. The traits judged were (i) accuracy, (ii) reliability, (iii) neatness and orderliness, (iv) speed or dispatch, (v) industry or diligence, (vi) knowledge of work, (vii) judgment, (viii) success in winning respect and confidence, (ix) cooperativeness, (x) initiative, (xi) execution, (xii) organising ability, (xiii) leadership, (xiv) ability to improve and teach the employees, and (xv) quantity of work. Different types of work were judged by
different combinations of 4 or 5 traits specified so that the same scale could be used for a wide variety of jobs. Marketing was done by numerical figures as in examinations but carried up to 2 points of decimal and the final score of each candidate was arrived at by adding the marks obtained. The score was subject to higher review. Since 1943 the United States Civil Service Commission has introduced an efficiency rating form of a similar kind including 31 qualities or traits, 20 of which apply to routine and 11 to supervisory posts. A few out of these traits which are considered specially important for the post to which promotion is to be made are underlined for rating and marked. A tick mark (✓) is given if the employee possesses the quality in question in an adequate degree, a minus (-) if he is weak and a plus (+) if he is outstanding in respect of it. Plus marks on all underlined elements and no minus marks result in the employees being declared 'excellent' for promotion, plus marks on at least half the element and no minus marks lead to a judgment of 'very good', check marks or plus marks in a majority of elements and few minus marks overcompensated by plus marks mean 'good', check or plus marks on a majority of elements and minus marks not so overcompensated mean 'fair' and minus marks on at least half of the elements lead to the result 'unsatisfactory'.

The third category, i.e., of substantiating evidence reports, proceeds on the assumption that all the employees are
satisfactory and only a small percentage (10 to 20) fall into unsatisfactory or highly satisfactory classes. If any employee is marked as 'highly satisfactory' or 'unsatisfactory' on the form, concrete and specific description of what was done by the employee to deserve such marketing has to be given.

Finally, there is the analytical check list system of rating. The best example of it is the 'Probst' system devised by J.B. Probst, Chief Examiner for the city of St. Paul, in 1927. The Probst system lists about a hundred positive and negative traits or qualities, e.g., lazy, slow moving, quick and active, too old for work, talkative, too blunt, and so forth. The rating officer has merely to check or mark the presence of these qualities in the employee under consideration. He is not called upon to evaluate these traits qualitatively or quantitatively as under the Graphic Scale system. This is supposed to eliminate subjectivity and make the plan objective. In spite of all this, the rating system is not this, the rating system is not free from defects. The conclusion is that service records and efficiency rating, however ingenuously kept or devised cannot provide an automatic basis for promotion. They are useful as aids to the judgment of the promoting authority, but in the final selection, the discretion of the promoting authority must play its part.
STATE INSTITUTE OF RURAL DEVELOPMENT, ASSAM

The State Institute of Rural Development (SIRD), Assam is a State level institute for training and research in Rural Development. The main objective of the institute is to provide regular training to the officials and non-officials (beneficiaries) involved in the implementation of Rural Development programmes. The State Institute of Rural Development (SIRD) was established in 1981 and brought under the Central Government sponsored scheme in the year 1987. Initially the institute was functioning from the premises of Extension Training Centre (ETC) at Kahikuchi. At present the institute conducts its functioning from its own premises situated in the Khanapara area of Guwahati. The institute was registered in April 1998, under the Societies Registration Act, 1860. The State Government conferred administrative and financial autonomy after the institute had been registered. Since 1981, the institute was run on adhoc basis by deputing officers and staff from the panchayat and Rural Development Department, purely on part time basis. There was no faculty members to chalkout and run the training programmes. On being declared SIRD, Assam as an autonomous organisation, the director and the faculty members have been posted and the institute has been functioning as a full-fledged one. At present there are five faculty members from different disciplines. They are:

1. Panchayat and Rural Development
2. Planning
3. Agriculture
4. Rural construction and market management
5. IEC and personal management

**Consultants**

The SIRD has four consultants on the following subjects:

a) Agriculture
b) Village and Cottage Industries
c) Women and Children Welfare
d) Mushroom

Different assignments are given to the consultants on matters relating to pre and post training activities of the institute.

**The infrastructure facilities available in the Institute**

**Building:** 2 (Two) buildings – Administrative Building (partly used as Hostel) and Guest House.

**Class Rooms:** 4 (four) – Having capacity for accommodating 32, 50, 40, 20 in different Training Courses.

**Auditorium Hall:** 1 (one) – Having capacity for 125 persons.

**Seminar Hall:** 1 (one) – Having capacity for 45 persons.

**Internet Facilities:** Available.
E-mail Service: E-mail Address: sirdassam@sify.com

Telephones: (0361) – 335154/331663/332138, 548293/544372
(Residential Ph. of Director), Fax: 0361-337466.

Hostel Capacity: 50 seats in Guest House.

30 seats in Administrative Building.

Library: It possesses more than 7000 Books.

Vehicle: One Minibus, one Car, one Tata Mobile Van.

Computer Facility: At present it owns 10 Computers for Administrative, Training and Research activities. Another 15 Computers are available under the Computer Training Wing.

Associated Organisations

Since SIRD has taken up a massive task challenging the situation, the Institute has taken the help of some organisations and departments like Assam Agriculture University (AAU), the colleges under the Assam Agriculture University and its Research Stations, line Departments and Organisations (both Government of India and State Government of Assam).

The Institute has now been conducting training programmes at different venues simultaneously throughout the
state mostly in collaboration with other Associated Organisation/Institute/Department as follows:

1. SIRD, Khanapara (New Campus), Beltola (Old Campus).


3. AAU, College of Veterinary Science, Khanapara, Guwahati.

4. AAU, Horticulture Research Station (ETC-Complex), Kahikuchi, Guwahati.

5. AAU, College of Fishery Science, Raha, Nagaon.


7. AAU, B.N. College of Agriculture, Biswanath Chariali, Sonitpur District

8. College of Veterinary Science, North Lakhimpur, Lakhimpur District.

9. Regional Fishery Training Institute, Amronga, Government of Assam, Kamrup District.

10. North East Region Farm Machinery Training and Testing Institute, Government of India, Biswanath Chariali, Sonitpur District.


13. Food and Nutrition Board, Govt. of India, Guwahati Branch.

14. Sericulture Training Institute, Titabor in Jorhat District.

15. Assam Institute for Research for SC/ST, Guwahati.


**Extension Training Centres**

There are Nine (9) Extension Training Centres located at Kahikuchi (Guwahati) in Kamrup district, Lichubari in Jorhat district, Joysagar in Sibsagar district, Boalipar in Hailakandi district, Biswanath Chariali in Sonitpur district, Sariahtali in Nalbari district, Abhayapuri in Bongaigaon district, Saraighat in Kamrup district and Duliajan in Dibrugarh district. These Centres are playing important role to cater to the training need of the village level workers and functionaries of PRIs. The ETCs have already been brought under the administrative control of SIRD, Assam.

**Support and Guidance**

As SIRD has developed its own mechanism to undertake different research and project works for the identification of the problems and prospects for rural development, it can also avail the expertise from NIRD, the apex body at national level engages

---

7 Salient features of restructured programmes of Rural Development: A publication of State Institute of Rural Development, Assam, Khanapara, Guwahati, June 2000; 61.
in the works of the development of rural areas. It is pertinent to mention that SIRD is a sister organisation of NIRD. In addition to this NERC (North Eastern Regional Centre) of NIRD also provides guidance to the institute in different matters. Off and on the high officials of NIRD visit the office of the SIRD. The SIRD has evaluated the visits as beneficial in its "effort to diversify the activities" for the development of the rural area.

Facilities for training to the officials and other functionaries

Along with the participation of the people of the rural area a strong band of motivated officials are also equally important to take up the task of the development of the rural area. Therefore the institute works out a plan to make the officials and other functionaries of different categories work at different levels efficient in their dealings with the works of rural development. In its annual publication for the year 2001-2002 it is rightly termed this aspect as the thrust areas. The dictionary meaning of thrust is energetic, self assertative etc. which would provide its officials insight to take up the works for the upliftment of the socio-economic status of the rural people.

Accordingly it formulated the following policies:

i) Different categories of training on dynamics of rural development and management of rural development programmes for the officials.

---

ii) To conduct seminar and workshops on Education, Health, Sanitation, Drinking water, Social Justice, Equity, Social problems etc. for Officials, Non-officials and representatives of the Line Departments, Organisations, NGOs and CBOs to make people aware about prospects and problems.

iii) Capacity building of the Panchayat Raj Institutes through training, guidance and exposure visits of the Chairpersons and members of PRIs.

iv) To organise awareness campaigns at field level about Socio Economic status and welfare programmes launched by the Government for development of rural areas to decentralise development process.

v) To undertake Research Projects on socio-economic status and to provide Consultancy services in Rural Development (including allied matters) to find out the prospects and problems.

vi) Development of SHGs for income generating activities on sustainable basis.

vii) Capacity building – both technical and managerial for self employment. Capacity building through skill oriented training programmes for the representatives of Community Based Organisations and unemployed rural youth on
Management Development, Technology Support, Skill upgradation etc. for self-employment in rural areas by taking up economically viable schemes in agriculture and allied occupation like Poultry, Piggery, Fishery, Dairy, Food Processing, Small Tea Garden, Sericulture, Floriculture, Bee-keeping, Small Industry etc.

viii) Identification and dissemination of appropriate technology for the promotion of selected income generating activities.

ix) To undertake Action Research Projects on Self-employment in key economic activities to develop models for attracting rural people and providing guidance to them.

x) Marketing support to SHGs.

xi) To establish inter departmental Co-ordination with Line Departments of the Government, Government of India, Semi-Government Organisations, NGOs etc. for better understanding and co-ordination among implementing authorities.9

The ceaseless efforts and dynamic approach of the SIRD which has a broad spectrum of policies as has been enumerated above led it to explore other possibilities to give new dimension of the vision and insight of works to its officials. Therefore, some time-bound work and specific training programmes for its officials were sorted

9 ibid, PP. 2, 3.
out for the year 2000-2001 with special emphasis on the following areas.

a. Identification and management of rural development projects.

b. Project formulation for micro enterprise development.

c. Application of appropriate technology in rural development.

d. Data processing for rural planning.

e. Streamlining of accounting procedure.

f. Participatory management of watershed project.

g. Information technology in rural development.10

Training to the elected representative of Panchayati Raj Institution

The SIRD, Assam has elaborate arrangements to train the elected members of the Panchayati Raj and facilitated them with training with an object to build up them adequately to take up the works of rural development in its right direction.

The SIRD, Assam has also its own courses of training programmes for the elected representatives of Panchayati Raj Institutions in a decentralised way. The institute has developed necessary training modules of the courses. Besides imparting training to the elected members of the Panchayati Raj, the SIRD, 10ibid, P. 6.
Assam has provisions for the training to the other functionaries of PRIs. The main objectives of the training programmes are as follows:

a. To acquaint the elected representatives to their roles and responsibilities.

b. To give an exposure to the dynamics of rural development.

c. To familiarise them with the emerging socio-economic issues they will have to attend to in the rural areas of the state particularly the basic needs of the people.

d. To acquaint them with the participatory approaches to be adopted in the development process.

e. To acquaint them with the tools and techniques of rural planning.

f. To provide sufficient knowledge about the management of rural development programmes.

g. To help them to identify problems of the weaker sections of the people and disadvantaged group.

h. To build their capacity to manage the Panchayati Raj Institutions in a successful way.¹¹

¹¹ibid, PP. 7, 8.
Exposure Visits

The institute has also organised exposure visits for the chairpersons and members of Panchayati Raj Institutions so that they can have an idea about the activities of the Panchayat in different parts of the country.

The decentralised approach that has been adopted to organise the training courses at three levels are as follows:

a. State Level: the SIRD organises training programme of Chairperson, Vice Chairperson & Member of Zilla Parishad & Chairperson & Vice Chairperson of Anchalik Panchayats.

b. District Level: the ETCs organise training programme of Members of Anchalik Panchayats and President & Vice President of Gaon Panchayats.

c. Block Level: the blocks organise training programme of Members of Gaon Panchayats.12

People Oriented Training of SIRD

In the analysis of SIRD poverty and unemployment are the “basic twin problems of rural areas of Assam.”13 Therefore, SIRD, Assam has been making effort to enable the rural people to develop their capacity, knowledge and skill – both technical and managerial in certain economic activities and thereby showing the avenues for income generation for sustainable self-employment.

12 ibid, P. 8.
13 ibid, P. 10.
<table>
<thead>
<tr>
<th>A</th>
<th>Core programmes</th>
<th>No. of courses conducted</th>
<th>No. of Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Courses for the officials on the rural development programmes, micro planning, participatory development, project formulation and management, watershed development.</td>
<td>36</td>
<td>1187</td>
</tr>
<tr>
<td>2</td>
<td>Workshop of NGOs/CBOs for capacity building of grassroots level organisations, management of rural development projects, etc.</td>
<td>7</td>
<td>234</td>
</tr>
<tr>
<td>3</td>
<td>Planning &amp; Implementation of SQCY</td>
<td>47</td>
<td>1662</td>
</tr>
<tr>
<td>4</td>
<td>Course on Computer Applications</td>
<td>7</td>
<td>113</td>
</tr>
<tr>
<td></td>
<td><strong>Sub Total</strong></td>
<td><strong>97</strong></td>
<td><strong>3196</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>B</th>
<th>Training under special projects of SGSY</th>
<th>No. of Occasion</th>
<th>No. of Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Orientation programme under the special projects of SGSY</td>
<td>9</td>
<td>1485</td>
</tr>
<tr>
<td>2</td>
<td>Training on capacity building for management of the SHGs</td>
<td>23</td>
<td>1010</td>
</tr>
<tr>
<td>3</td>
<td>Skill upgradation and technology support under special projects of SHGs</td>
<td>36</td>
<td>1220</td>
</tr>
<tr>
<td></td>
<td><strong>Sub Total</strong></td>
<td><strong>68</strong></td>
<td><strong>3715</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>C</th>
<th>IEC Activities/Field Level Training</th>
<th>No. of Occasion</th>
<th>No. of Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Sensitisation programmes for awareness building</td>
<td>18</td>
<td>4070</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>D</th>
<th>Participation in Exhibition, Mela and Trade Fair</th>
<th>No. of Occasion</th>
<th>No. of Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Exhibition - Seminar on marketing strategy</td>
<td>7</td>
<td>1410</td>
</tr>
<tr>
<td></td>
<td><strong>GRAND TOTAL</strong></td>
<td><strong>190</strong></td>
<td><strong>12391</strong></td>
</tr>
</tbody>
</table>
No. of Training Programmes Conducted since 1998-99 to 2001-02

<table>
<thead>
<tr>
<th>Year</th>
<th>Courses</th>
<th>Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>1998-99</td>
<td>60</td>
<td>5022</td>
</tr>
<tr>
<td>1999-2000</td>
<td>143</td>
<td>8336</td>
</tr>
<tr>
<td>2000-01</td>
<td>184</td>
<td>11683</td>
</tr>
<tr>
<td>2001-02</td>
<td>190</td>
<td>12391</td>
</tr>
</tbody>
</table>

Breakup of participants for the Training Programmes conducted since 1998-99 to 2001-02

- Govt. Officials: 5451
- Members of NGOs, CBOs, & SHGs: 3565
- Workshops: 778
- Sensitisation Programme: 1187
- Exhibition, Seminars: 1410
With the trust and faith reposed by the rural people in the institute, the SIRD adopted people oriented approach with the following objectives:

a. Creation of an environment for development with special emphasis on self-employment activities through awareness generation.

b. Organising people into SHGs around selected key economic activities based on local resources.

c. Building the capacity of the rural people, so that they can manage the economic activities in a scientific and commercial way.

d. Inculcation on the spirit of self-help.

e. Transfer of appropriate technology through skill upgradation and development.

f. Guiding the people in the actual field situation so that transfer of learning to the field actually takes place.

g. Taking up of action research activities involving Self Help Groups in different clusters to demonstrate the capacity of the rural people to manage different economic activities profitably.

h. Development of model SHGs to create replication effect in the villages.
i. To guide the rural people to mobilise natural resources for their economic development.

j. Linkages with assistance under different projects and providing credit support to enlarge the activities taken-up by the SHGs.\(^{14}\)

As per its own annual report 2001-2002, "The SIRD, Assam has been making constant effort to transfer appropriate technical and managerial skill required for managing income generating activities in the rural area."\(^{15}\) Moreover with the basic object of generating income for rural people the institute has identified the following economic activities having scope for self-employment in the state.

1. Farm mechanisation including repairing and maintenance of employments and machineries.

2. Area based horticulture, floriculture and composite farming.

3. Mushroom cultivation.


5. Pisciculture Development.

6. Food Processing.

\(^{14}\) ibid, P. 4.

\(^{15}\) ibid, P. 10.
7. Diversification of jute product and Handloom design.


9. Raising of small tea garden.

10. Computer Application.16

Farm Mechanisation with the specific income and employment generating programmes with an object to remove poverty, the SIRD, Assam has been organising rural people into SHGs. Highlighting its achievement in the rural area the SIRD claims that “The institute has been inculcating the sprit of Self Help among its trained up people so that they can take up self employment activities on their own initiative after being trained up.”17

While taking up works for farm mechanisation, the institute has been able to establish 200 farmers service centres in different districts of the state. These service centers are run by SHGs formed by unemployed youth. For overall development of the technical and managerial capacity of the youth of the SHGs, the SIRD takes initiative to train the youth in the North Eastern Regional Farm Machinery Training and Testing Institute, Government of India, Biswanath Chariali.

16 ibid, P. 10.
17 ibid, P. 28.
The Farmers Service Centres are being established by the SIRD with the following objectives:

a) To provide servicing and repairing facilities of the farm implements in the village.

b) To provide the facility of hiring farm implements by poor farmers from the centres.

c) Marketing of agricultural inputs to make it easily available to the farmers.

d) Extension services to the farmers.\textsuperscript{18}

In turn the farm mechanisation has attracted unemployed youth to modern farming system with the subsequent result of mitigating unemployment situation by helping to develop clusters agricultural activities applying modern methods and technologies. The SIRD arranges for bank loan to the SHGs to acquire power tillers and other agricultural implements supported by back ended subsidy.

Horticulture, Floriculture and Composite Farming

The SIRD has been organising lots of training programmes on modern agricultural practices, Integrated Farming system, area based Horticulture activities to motivate rural people,

\textsuperscript{18}ibid, PP. 32, 33.
particularly, youth to take up self-employment through these activities in a scientific way. Streses are on as to how small plots of land belonging to small and marginal farmers can be used productively. The SIRD has given emphasis on the importance of taking up composite farming system considering its economic viability. As per its annual report of 2000-2001, the SIRD has already developed a model composite farm on experimental basis to study the dynamics involved in managing the components of a composite farm. The model composite farm developed by SIRD at Kahikuchi, Guwahati for demonstration purpose has the following units.

1. Horticulture

2. Nursery of saplings for different crops

3. Floriculture garden with a honey processing unit

4. A dairy unit

5. Pisciculture in the existing tank of the farm

6. State level service centre for repairing and servicing of firm machinery

7. Piggery unit

8. Broiler unit

---

Floriculture was never taken as something that can be taken as generating income in Assam. Growing demand for flowers in the market and its supply from different parts of the country has opened the eyes of the traditional flower growers in potential areas. Considering this as a positive step for the economic development of the rural Assam, SIRD has taken up this as a viable economic activity wherein transfer of technology is to be seriously taken into account.

Moreover Assam honey is famous for its quality. Bee keeping is a traditional activity in Assam. But it is taken more as a hobby than for commercial purpose. Considering the existing market potential, the SIRD proposes to train up youth and women to take up the activity in a scientific and commercial line in those pockets where the environment is conducive to the growth of the activity.

The SIRD has also started a herbal farm of indigenous medicinal plant in its own campus on an experimental basis. These types of agricultural activities like horticulture, floriculture, bee keeping, herbal garden will definitely help the rural people to improve their income generating capacity for the overall development of their socio-economic condition if proper technical guidance, monetary assistance and market facilities can be provided as envisaged by SIRD.
Mushroom Cultivation

Mushroom is a good source of delicious food with high nutritive attributes and has some medicinal values as well. Mushroom provides a rich addition to the diet in the form of protein, carbohydrates, valuable minerals and vitamins from the worthless agro waste. The congenial climatic conditions and abundance of raw materials for mushroom cultivation place Assam in an advantageous position for production of mushroom on commercial basis. Mushroom production has also gained popularity among rural people, particularly rural youth and women. Therefore, the SIRD has been organising training programme on mushroom production. As per the report of the SIRD, “lots of rural youths keep coming daily to the institute asking for training and consultancy on mushroom production.”20 The SIRD had also chalked out an ambitious programme to provide technical as well as financial assistance to about 5000 families through 400 SHGs within 31-03-2002.

Full bloom Oyster Mushroom produced in a mushroom unit with the help of SIRD

20 ibid, P. 19.
Animal Husbandry

For dairy farming Assam has a great potentiality. By-product of paddy cultivation and the grass from uncultivated land can be fed to dairy cow for Commercial production of milk. Dairy farming will create great opportunity for unemployed youth. In the view of SIRD "the major advantage of dairy farming is that daily income can be achieved through selling milk, which is very much important for economically weaker section."\(^2^1\)

\(^{21}\) ibid, P. 20.

A dairy unit run under the guidance of SIRD
Broiler

In Indian Scenario, Poultry industry has recorded an impressive growth unparalleled in the history of animal rearing. But “in Assam it is still in juvenile stage.” Poultry farming in Assam is still a backward venture taken up by poor weaker and vulnerable sections of the society including the tribal households. Broiler farming with high yielding variety has the tremendous potentiality for the solution of employment problem in the state. Sri Monoj Das, an unemployed youth of Dharapur area of Kamrup district who had to work as a daily labourer in the earlier stage of his life is worthy to be emulated. For his self confidence and risk bearing capacity his village attained the status of a poultry village and helped to change the economy of his village, providing self employment to lots of unemployed youth. When Manoj failed to get a loan from local bank he borrowed an amount from a village money lender at a high rate of interest to start an unit of hundred birds. Finally this venture of Manoj Das not only gave employment to himself but also motivated another such 30 unemployed youth to start Poultry farming in their respective houses.

Due to the initiative of SIRD an ideal encouraging environment has emerged out much to the help and guidance of the unemployed youths. Now those who are willing to set up Poultry farm need not borrow money from money lenders at highest interest as had happened in case of Sri Monoj Das. The SIRD has been

\[^{22}\text{ibid, P. 20.}\]
imparting training to unemployed youth and women belonging to poor families and organising them into SHGs so that they can take up dairy farming and Poultry farming (including Khaki Campbell Ducks) for increasing egg and milk production in selected pockets.

In Assam there is a tremendous potentiality for Piggery development because of the traditional dependence of rural as well as urban population on Pig. Pig is the popular domesticated animal of the whole NE region. Though Pig rearing is a traditional activity in the tribal area, due to the lack of a scientific approach the rearers have not been able to maintain the level of production and productivity. Therefore, the SIRD has already organised several courses on scientific rearing of Pigs. As a result the institute has been able to guide the rural people in those areas to take up Pig rearing on scientific and commercial line.

**Pisciculture**

Fish is not only the popular food item for the average Assamese people, it is also a means of subsistence for them. Assam is the land full of rivers, swamps, ponds, tanks, forests, fishery and paddy fields which are most congenial for the production of fish. Moreover, the twin river systems of the Brahmaputra valley and the Barak valley bring enough fresh water to almost all over the state through innumerable tributaries. The ecological condition of the state is also quite favourable for Pisciculture along with its subtropical humidity and coolness of climate. As Pisciculture is endowed with huge potential, the SIRD,
Assam constantly has been organising training courses. The following Pisciculture courses are formulated and imparted to the beneficiaries for the scientific rearing of fish.

**Course on Pisciculture**

1. Importance of Pisciculture in solving unemployment problem of Assam.

2. Methodologies of scientific fish culture (doing and use of Fertiliser and other commonly available feed).

3. Preparation and management of nursery rearing tanks.


View of a fishery managed by SHG with technical assistance of SIRD
5. Methodologies of scientific fish culture (identification of suitable fish species).

6. Integrated farming system (Horticulture cum Fish culture) piggery cum fish culture.

7. Breeding and raising of Indian major crops and exotic carps and production of quality fish seeds.

8. Ecohatchery management techniques of mini pond and low cost hatchery.

9. Practical demonstration of ecohatchery.

10. Practical demonstration of ideal fishery.

11. Methodologies of scientific fish culture (air breathing fish).

12. Breeding and raising of air breathing fish.

13. Integrated farming system paddy cum fish culture, cattle bird cum fish culture.


15. Fish and fish seed transportation marketing and preservation.

16. Control of aquatic weeds, insects and predators.

17. Disease of fish and control and also measure for prevention.
18. Economics of composite fish culture and project formulation.


20. Video show on fish culture/Pisciculture (A story on Pisciculture of Andhra Pradesh).\textsuperscript{23}

\textbf{Food Processing}

It is observed that 70\% of the people in rural areas have fruit garden. Various fruits like mango, pine apple, lemon, amla, olives, jack fruits etc. are grown in plenty in Assam. Regrettably a huge part of the production goes waste due to the lack of processing and storing facilities. It is seen that the fruit product like Jams, Jelly, Juices and sauces etc. gave a good market demand. These fruits can be processed and preserved in the form of pickles, juices etc. to avoid wastage and give a source of earning to the rural poor particularly to the unemployed youth. The SIRD has taken up its own courses to popularise food processing and preservation and has also been organising training programmes.

\textbf{Cottage Industries}

Assam has a glorious history of various products in the small scale sector in village level. Once Handloom had its universal presence in each and every household of the Assamese people. The basic quality of the female to get married is her efficiency in

\textsuperscript{23} ibid, PP. 39, 40.
weaving spinning etc. The attractive dresses made of eri, muga and the pat are not only the traditional dresses of its own people but also attract people from outside the state also. There are also innumerable products of bamboo, cane, brass, ivory etc., provide employment and help in generating income to the rural folk. But the village artisans are generally exploited by the middleman and urban trader as the rural producers are very far from organised market and lack knowledge. Further being away from the market the producer is not aware about the needs of the market and therefore is unable to produce goods according to the need as the market.

To facilitate the rural producer for marketing their production the SiRD has started a cell known as State Agency of Marketing Linkages and Consultancy for Self Help Groups (AASTHA). Besides providing guidance to the SHGs for establishing marketing linkages at different levels has been supporting the SHGs to exhibits and sell their products in different exhibitions, melas, trade fair etc. This has given an exposure to the SHGs through broad marketing system. The member of SHGs have acquired the skill of salesmanship during these melas and fairs.

**Raising Small Tea Garden**

Till a few years back tea garden was the monopoly of the big business house. But things have changed a lot. Large number of youth in Assam has been showing interest to start mini
tea gardens in different parts of the state. However, "lack of technical knowledge and skill has come in the way to take up for self employment."\(^24\) The SIRD in collaboration with Assam Agriculture University has removed this hurdle to a great extent. The SIRD has been organising training programmes on raising of small tea garden. As a result rural youth including women have already started many such gardens mobilising their own resources and taking land on lease in different districts of the state. It is very heartening to note that in a non-traditional area of tea cultivation like Tihu young entrepreneur like Golap Kalita manages such a unit successfully and earned a net income of Rs 8000/-.

\(^{24}\) ibid, P. 25.
Computer Application

Information technology offers various opportunities to the educated unemployed as a source for self-employment. A person having little computer knowledge can venture into IT related services studying various aspects of IT. The SIRD finds it convenient to conclude that with right kind of training and production and support such ventures can develop self employment opportunities and serve the society in getting the benefit of technology. Therefore, the SIRD started imparting training on basic of computer application to unemployed youth from rural areas. It has developed course of three months duration. The SIRD has its computer centre at Khanapara campus having facilities to accommodate 60 persons at a time.

Women Empowerment and Development of Weaker Sections

Women constitute nearly 50% of the total population of India. Considering the percentage of women population in the country and their present status, it is important to take multipronged strategy to empower women particularly those living in the rural areas. Poverty is defined as degree of deprivation from the basic necessities. Women living below the poverty in the rural areas are said to be suffering from double deprivation - (i) as members of a poor family, (ii) from other necessities just because she is a woman.
These women have no financial independence whatsoever. They are hardly in a position to spend anything on themselves or pay much attention to their own health needs. For the empowerment of women and particularly the women of the socio-economically backward section of the society, "The SiRD has been organising SHG among rural women and guiding and supporting them to take up different income generating activities." As a result in some tribal villages socio-economic transformation among these women have already become visible.

**Research Studies**

Besides having these wide-range of economic activities the SiRD, Assam also undertakes certain research activities having possibilities for the economic upliftment as well as socio-psychological aspects of the rural areas. Therefore, the research activities can broadly be divided into two categories. These are (i) V. Research projects and studies and (ii) Project under action research.

Research projects and studies cover the important areas of studies such as (i) preparation of wasteland development report in Assam, (ii) Rural development programmes and district rural development agencies, (iii) A study of self-employment potential in Micro-enterprises for BPL families, (iv) A study of self employment in Rural areas problems and prospects, (v) A study on self-

---


Projects under action research cover the subjects such as scientific management of Pisciculture development, duck rearing, mushroom culture, agriculture activities, floriculture, bee-keeping, plantation of fuel and fruit trees, Mustard cultivations, animal rearing, apiculture, nursery training, duckery and piggery.

These sorts of macro and micro analysis pertaining to the overall development of the socio-economic condition of rural Assam attract a large segments of village people, bureaucrats, politicians including the academics to contribute their lots to the great cause of progress and rural reconstruction.

The SIRD, Assam has been working constantly to inculcate the spirit of self-help among most of the rural people. As a result the people trained up by the SIRD have demonstrated the spirit of self-help through the development of the active self-help groups. The number of self-help groups has been constantly increasing year by year.
Changing the mind set of the rural youth is a startling achievement of the SIRD. Most of the rural youth have a job oriented mentality once they cross eighth standard in the school. "They look for a secured job, which can ensure a regular income." This type of mentality of the rural youth in its turn helps in the growth of unemployment problem. The SIRD, Assam arranges motivational training programmes to remove this tendencies among the rural youth. It is observed that these motivational training have changed this mind set among the trained up rural youth to a large extent.

The SIRD, Assam has also achieved success in changing the attitude of the rural youth towards development activities of self-employment. These youth have developed a scientific and commercial outlook towards their developments through micro-enterprises. According to the findings of the SIRD trained up unemployed youth in the rural areas have now realised that banks and other agencies will assist them only if they can show some initiative on their own to start the activity to convince those agencies.

**Risk bearing capacity**

Exposure to the appropriate technical knowledge and skill along with managerial techniques during the training programmes have increased the risk bearing capacity of the rural people, particularly among the younger generation. Many unemployed youth including young women have taken initiative

---

on their own to manage loan from private money lenders. Even young girls managed to get money from money lenders. On being motivated during the training programmes unemployed youth started taking risk of taking loan with high interest from the said lenders. "Their eagerness to take up certain economic activities in a scientific and commercial way has become so strong that, taking loan with high interest does not seem to be a risk factor." 27 Their confidence of returning the amount along with the interest has also concomitantly grown.

**Participatory Development**

People centred training programmes and research activities have helped the institute to facilitate participation of the rural people in the development activities in a massive way. The institute establishes relation with each and every trained up people and keeps on providing guidance and motivates them where necessary to take up economic activities in their respective villages. "This constant touch on the part of the institute has motivated or encouraged people to involve themselves in the development activities for their self employment." 28 People's participation cannot be expected without guidance and a motivating force. SIRD has constantly been trying to facilitate its trained up people to concentrate their attention on the development of some activities for their self-employment.

---

27 ibid, P. 100.
28 ibid, P. 100.
To Sum up

Recruitment means attracting the proper and suitable type of candidate for filling up a post. The most common methods of recruitment are recruitment by promotion and direct recruitment. Both these methods have their inherent merits and demerits. In practice, a compromise between the two has been effected in most countries. The bulk of recruitment to All India services is made directly by competitive examination. In Assam, recruitment to the higher positions in the Panchayat and Rural Development Department is made by Assam Public Service Commission. In addition, the Department utilises the Employment Exchanges as the source of recruitment to the lower position.

Promotion is an advancement from a lower grade or class of the service to a higher one carrying a larger salary and higher duties and responsibilities. The principles of promotion are only two - seniority and merit. Both of them have their inherent merits and demerits. Generally, three methods are followed for testing merits, viz., (i) written examination as a method of merit determination, (ii) discretion of the head of department and (iii) service records and efficiency rating.

SIRD, Assam, is a state level institute for training and research in rural development. The main objective of the institute is to provide regular training to the officials and non-officials involved in the implementation of rural development programmes. The SIRD
has elaborate arrangements to train the elected members of the Panchayati Institutions. It has also been making constant effort to improve managerial skill required for managing income generating activities in the rural area. It has been organising lots of training programmes to motivate the rural youth for self-employment. People centred training programmes and research activities have helped the institute to facilitate participation of the rural people in the developmental activities in a massive way.