



## AN EMPIRICAL STUDY ON HUMAN RESOURCE IN DEVELOPMENT OF GUWAHATI MUNICIPAL CORPORATION

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### ABSTRACT

In the development of Guwahati Municipal Corporation, Human Resource aspect plays a vital role. Hence, there is a need of conducting a research work on the Human Resource aspects as to examine how far different dimensions-personnel, welfare and industrial aspects of human resource are well organised in the accomplishment of organisational goal of Guwahati Municipal Corporation. In order to carry out a study on the topic referred to here the paper is divided into three parts. The first part, entitled theoretical approach, includes an introduction, objective of the study and material and methodology of the study. The second part entitled Human resource in development of Guwahati Municipal Corporation is a comprehensive study where three dimension of human resource are examined as to identify how these are contributing in the overall development of the Guwahati Municipal Corporation. The third part is the conclusion where some major findings are identified and accordingly some suitable suggestions are put forward along with a conclusion.

**Keywords:** Human Resource, Guwahati Municipal Corporation, Personnel Aspect, Welfare Aspect, Industrial Aspect.

### 1. THEORITICAL APPROACH

**1.1 Introduction:** The overall development of Guwahati Municipal Corporation largely depends on the position of its human resource. In case of the Guwahati Municipal Corporation presently there are 1536 permanent staff which includes grade I to IV. Moreover there are 1113 numbers of daily wages employees and 103 contractual employees. Hence efficiency and efficacy of various policies and program formulation as well as their proper implementation exclusively depend on those amount of human resource of Guwahati Municipal Corporation. Considering this fact, this chapter aims at examining the various important aspects of those employees of the Guwahati Municipal Corporation, so far as human resource management is concerned.

**1.2 Objective of the Study:** The following objectives are taken for discussion:

- a) To examine the prevailing personnel policies and practices adopted by the GMC.

b) To review the various welfare activities exercised by the GMC for the benefit of its employees.

c) To assess the relationship between Union and management as how this contribute to build up a quality industrial relation.

**1.3 Research Questions:** In order to analyse the above objectives following research questions have been taken and the same are explained in the second part of the paper.

RQ: 1: Is the present personnel policy fulfil all the requirements of the employees of the GMC?

RQ2: Is the welfare policy of GMC is designed to provide adequate welfare to the employees?

RQ3: Is the prevailing industrial relation of GMC able to strengthen the relationship between its employees and employer?

**1.4 Materials and Methodology**

a) **Type and nature of the study** –By the nature the study is analytical and empirical.

b) **Location and limitation of the study:** The location of the study is the entire Guwahati city specially the zones of the GMC and its limitation is till the zones and its wards from where the information have to be collected.

c) **Sources and collecting techniques of data.:-** The sources for collecting data basically involves primary source of data is through visiting the different branches ,zone offices ,sites, personnel interview etc and another is the secondary data i.e. through the documents that are available in GMC offices and websites, articles etc.

d) **Size of the populations and sample :** In Guwahati Municipal Corporation, there are total number of 1536 permanent staff, and there are 103 contractual employees and 1113 daily employees. Out of which top and middle level officials are selected, who are found to be experienced and knowledgeable in connection of subject matter of the topic for collecting data and information. Further, a group of 70 respondents are formed for the purpose of conducting questionnaires as follows.

**Table 1: List of respondents**

S. No.	Sources	Population	Sample size (5%)
1	GMC grade I	46	3
2	GMC grade II	70	4
3	GMC grade III	524	26
4	Contract employees GMC	103	6

**2. HUMAN RESOURCE IN DEVELOPMENT OF GUWAHATI MUNICIPAL CORPORATION**

Human resource is basically concerned with the people dimension in management. Since all the organisations are made up of people where development of skills, services performance and most important is their dedication to complete the work matters a lot. No organisation can be run without human resource and all the organisations require a proper human resource

planning. An important element of human resource management is the humane approach while managing people. It is very important to build team spirit so that the employees enjoy their works and do their best to achieve both their personal and organisational goal .But for this a right candidate has to be placed in the right job with good working environment condition. In Guwahati Municipal Corporation it is seen that there is a need for proper human resource planning so that it can assess the replacement of persons, labour turnover, work are expansion and its planning, technological changes etc.

## 2.1 Personnel Aspects

**2.1.1 Recruitment:** Recruiting is the discovery of potential candidates for actual or anticipated organizational vacancies .It is basically a linking activity of those with jobs to fill and those seeking jobs. The ideal recruitment should attract the qualified candidates and not the unqualified candidates which in turn will minimize the cost of processing unqualified candidates. Recruitment is a serious Human resource task which can capture most potential and prospective candidates. In case of recruitment both the external and internal recruitment source should be fixed for different posts considering different factors. In a simple sense both internal and external post should be balanced considering the nature and types of the posts. In case of Guwahati Municipal Corporation the recruitment policy does not include any such kind of specific guidelines as to how the internal and external source should be balanced. It is observed that in case of Guwahati Municipal Corporation there are some posts in grades II and III which should be opened for recruitment through both Internal and external sources, so that a most experienced and qualified candidates can be selected from it. These posts should not be restricted either to the internal or to the external source only. But such kinds of policies are not found in the Guwahati Municipal Corporation.

As per recruitment policy, Guwahati Municipal Corporation is to adopt both direct and indirect recruitment. But it is seen that after 2013 no direct recruitment to the GMC has taken place, basically for the non technical staff and the recruitment that has occurred is only few for the technical staff. The following table depicts the present position of employees of Guwahati Municipal Corporation as per schedule of post approved by the corporation in the year 2007.

**Table 2: Staff Strength of Guwahati Municipal Corporation**

Grade	Sanction Post	Existing staff	Vacant post
I	80	46	34
II	165	70	95
III	1309	524	785
IV	2256	896	1360
Total	3810	1536	2274

Source: Office memorandum of GMC

The lamentable matter is that in spite of having 2274 no of vacant posts, no recruitment has taken place till date. The general procedure of recruitment in Guwahati Municipal Corporation takes place by knowing the number of vacant position per division. So according to the number of vacancies, the Guwahati Municipal Corporation gives an advertisement in the newspapers or in their websites and accordingly the applications are submitted by the

candidates. The candidates appear in a test and then the selected candidates appear for the interview round. After the interview and according to the suitability of the candidate's candidature, the commissioner along with the other members selects the qualified person. At present mostly the selections are done in contractual basis and major recruitment takes place in the technical sectors.

**Table 3: Percentage of existing staff and vacant post of GMC**

Grade	Sanction Post	Existing staff	% of existing staff	Vacant post	% of vacant post
<b>I</b>	80	46	57.5	34	42.5
<b>II</b>	165	70	42.4	95	57.5
<b>III</b>	1309	524	40	785	59.9
<b>IV</b>	2256	896	39.7	1360	60.2
<b>Total</b>	3810	1536		2274	



It is observed from the table 3 that the number of vacant post is much more than the existing post for the employees. The maximum vacancy is found in grade IV and it is all due to non recruitment of the permanent employees and also no promotions were given to the employees since a long period of time. Some of the permanent employees have gone out of their posts due to retirement, transfer or removal from their post due to various unethical works. It is depicted that 60.2% of post are vacant in Grade IV and then grade III 57.5% of post are lying vacant in grade II and 42.5% of post are lying vacant in grade I. In the case of grade IV the number of employees are found to be less in order to run and transfer the files from one office to another and also if any two officers need help at the same time the scarcity of grade IV becomes a distinct visible. Due to less number of officers present in other grades some of the works are not done as per required time and are kept pending for a long duration.

At present the recruitment of the employees only takes place in contractual terms and many other agencies are involved in it, so the permanent posts are still lying vacant and the office of Guwahati municipal corporation has to operate with the existing number of employees.

In addition to the above existing staff the corporation has recruited at present a few contractual employees and some daily employees as follows:

**Table 4: List of contract employees and daily wage employees**

S.No.	Name of the post	Number of the post
1	Project engineer	4
2	Junior Technical Officer	17
3	Jr. Engineer	2
4	Architect	2
5	Technical officer	1
6	Sanitary supervisor	15
7	Teacher	6
8	Computer operator	1
9	Office Assistant	53
10	Public grievance officer	1
11	Administrative officer	1
12	Daily wages Employees	1113

Source: Office memorandum of GMC uzan bazar.

From the above table no. 4, it is found that contractual employees are recruited for one year and they are retained only if their performances are found to be satisfactory. But in this system also, it is seen that the tendency of the recruit staff is to look for a better opportunity as there is no certainty that their positions will become permanent or not in the corporation. So the duties they are allotted are not done properly and only a handful of them do their duties sincerely. The number of daily wage employees is more whereas technical officers, computer operators, public grievance officers, administrative officers are just one in number of post which hampers a lot in fulfilment of the work. As per the survey conducted from the interview of the grade II level, the officers are in the version that they need more technical engineers in order to fulfil the demands of the public of Guwahati City. Since Guwahati is going to become a smart city and has lead an aim of free defecation zones till 2019,so the number of sanitary supervisors are not sufficient in order to see all the areas of the 31 wards.

**2.1.2 Selection:** The development of the Guwahati Municipal Corporation depends upon the fact whether it can accomplish its desired goal at the satisfaction of the citizens of Guwahati Metro. In accomplishment of this goal the Guwahati Municipal Corporation should emphasis much more on selection of the right candidate with a proper selection procedure in the light of each manpower requirement. But in case of Guwahati Municipal Corporation it is observed that they are still not in a position to formulate a systematic and strong selection procedure to capture quality Human Resource for its development. A quality selection procedure should include some criteria which can help in selecting such quality employees which are urgently required for the overall development of the organisation. Some of such criteria are:

- a) Selection must be supported by a systematic recruitment procedure.
- b) Selection should be based on appropriate selection test and selection interview.

But in case of the Guwahati Municipal Corporation it is observed that their recruitment process cannot cover widely to compile various qualified candidates. The reasons of which are described in earlier point. Hence in case of Guwahati Municipal Corporation to have a good selection process it is not at all favoured by the existing recruitment process and also it is better to consider seniority subject to having merit so that the work can be done easily. Moreover it is observed that the prevailing system of selection is beset by some drawbacks as follows:

- i) Expert committee is not constituted by adequate number of expert.
- ii) Selection test and interview are not conducted scientifically.
- iii) Political favour become a barrier for selecting right candidates

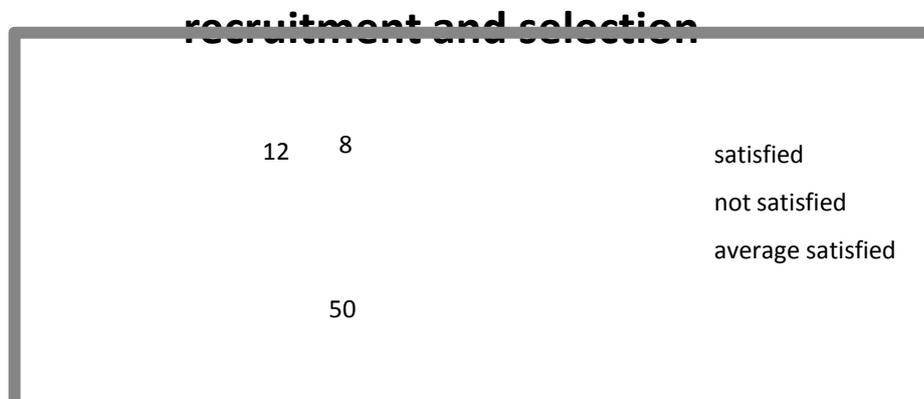
In order to elicit the views and attitude regarding some relevant aspects, a questionnaire is conducted as given below:

Q1. Are the employees employed in the GMC satisfied with the recruitment and selection process ?

Yes satisfied                       Average satisfied                       Not satisfied

**Table 5**

S. No.	Satisfied	Average satisfied	Not satisfied
1	8	12	50



Sources: Personal interview

As per the above pie diagram it is found that nearly 50 respondents of all Grades from I –IV are of the opinion that they are not satisfied with the process and more over they have told that no recruitment is seen till now for the last 5 years to fill all the permanent vacant posts. 8 respondents are of the opinion that they are satisfied and the opinion came from Grade I. It is the procedure that has been following since a long time and 12 respondents are of the opinion that they are neutral as they have said that its government and corporation’s own decision how to recruit the people. Also it is observed that in the selection process the appropriate checking of the details of the employees are not taken into consideration.

### 2.1.3 Internal Mobility

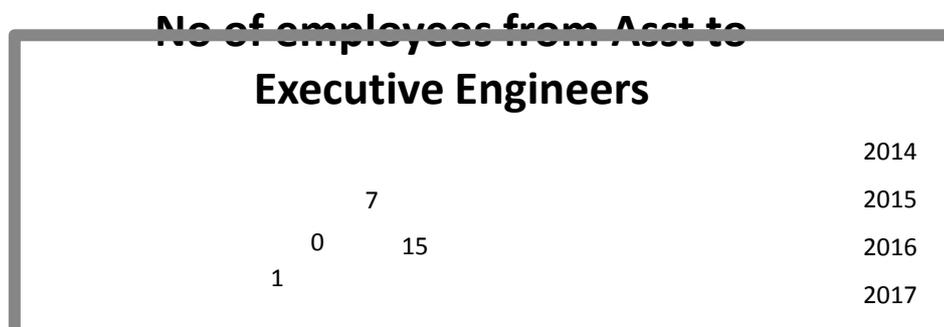
The promotion of the employees of the GMC is not seen to be done for the last few years. Earlier the promotions were given till 2013 on the basis of work efficiency. The employee's works are being monitored by the commissioner and the concerned authority working under it. The commissioner keeps a close eye on the activities of the executives' levels. Similarly the executives keep an eye over its subordinates and their work performance. The promotions of the employees are done on merit basis as how fast and effective he learns his work; promotion comes to him in that manner. But at present, Government had stopped the promotion of the employees of basically the non technical staff. As per the talk with the Personnel Head Branch officers 250 promotions of the non technical were given in 2013 and from then onwards no promotion was given and some of the employees got retirement still no promotion were given to them. The transfer of the employees takes place only when there is a smooth functioning of office work. Transfer of the employees takes place in two ways-one on promotion i.e. merit basis which generally takes place after 3 years of their service in that branch and second one is for the punishment transfer-if an employee is found in any fraud case or in any complain comes against him, then the employee get's transfer immediately irrespective of its duration of service period.. The head of the corporation follows the ethical path in order to run the corporation in a smooth way and if they find any mishandling the employee will be put in departmental proceedings. A list is shown below of number of employees promoted from Asst Engineer to Executive Engineers during the four years in the following:

**Table 6**

S. No.	Years	No of employees
1	2014	15
2	2015	1
3	2016	0
4	2017	7

Source: From GMC office personnel department

A pie chart is depicted below for the table no 6



It is found that the number of promotion of asst engineers to executive engineers are more in 2014 whereas in 2016 it is nil and in the year 2015 it is just one and in 2017 it is 7.

It is found that an employee learns lots of thing in one department and the person becomes an asset to that particular branch. As per the ethical view, it is seen that the corporation does a

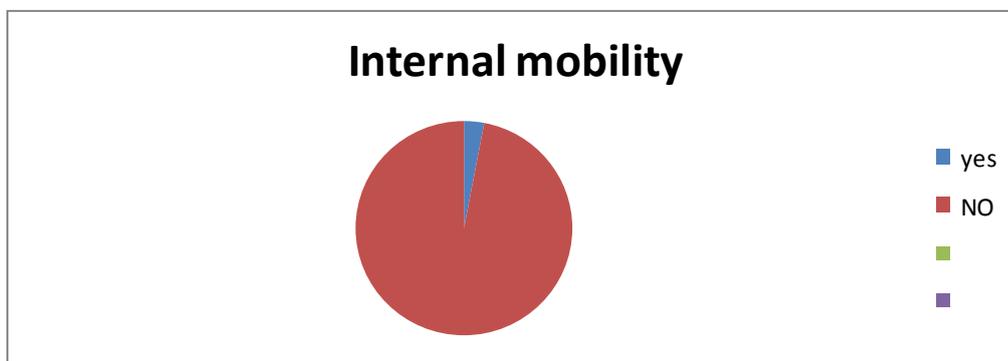
fair hand to those employees who are hard working and gains knowledge from their works and also gives profit to the organisation.

After the selection of the employees, the employees are basically given on- the job training. And on the first day, they are given orientation course as per the requirement. No such off the job training are given to the employees of the GMC. The employees learn about the job and their function while they are on the job. It is found that no such special training programmes are conducted for the up gradation of the employees specially the permanent employees. In the year 2017 few of the middle level technical employees got some training whereas the lower level have not got any such prevails. On being asked the following response was found:

Q2. Do the employees get adequate training facilities and timely promotion?

Yes

NO



To our surprise it was found that almost 97% of respondents are of the opinion that they have not got any proper training as an orientation course nor any skill development training programmes for the permanent employees. Employees learn on the job and by the year passes they become expert on it.

#### 2.1.4 Performance Appraisal

The employees are marked on their work performance, which the corporation follows as per the govt rules. Performance Appraisal takes place only in the case of the permanent employees. 3% of basic pay increment in every year and the DA increment as per the govt announcement on time to time basis. The employees are monitored by their time scale in the area of their work i.e. in area progressive. The employees have career progressive scheme as – 10 years of service 1 scale, 20 years of service 2 scales.

Performance Appraisal system brings a motivated factor to the employees to work for the organisation. And the corporation adopts an old method to rate the employees and no scientific measurement are being used for appraisal. It is found that since the modernization of technology has taken place so there is urgent need of modern scientific appraisal system which will benefit both the corporation and the employees.

The present confidential reports has a drawback as sometimes the top level officers are seen doing partiality to the junior employees as they rate their favourite employees in higher grade than those who work more than them.

### 2.1.5 Grievance redressal procedure

The corporation looks into the matter of any grievance of their employees and they take utmost care to resolve it. For any grievance of the employees they have to fill up a form and the matter will be passed to the higher authority. Recently the GMC has opened an online service for the public grievance so that they get their matter registered fast in their records and no delays are done to resolve it. An officer is put in charge to look into all the matter and redressed to report it accordingly to the concerned authorities for further action.

Compared to the past procedure of grievances, now the process has become faster and a person can quickly access its status of its report.

### 2.1.6 Pension

The Guwahati Municipal Corporation Employees (Pension) Regulation 2015 has been notified on 18th September 2015. After issue of notification, the Guwahati Municipal Corporation has decided to provide pension and D.C.R. G. wef 01-01-2016.

Total retired and expired employees from 1996 to 2016 :1874. Notice has been issued-1315.

Total application received-1017

Pension proposal examined till date-802

Total sanction issued-347

Total P.P.O. issued for release of pension-157.

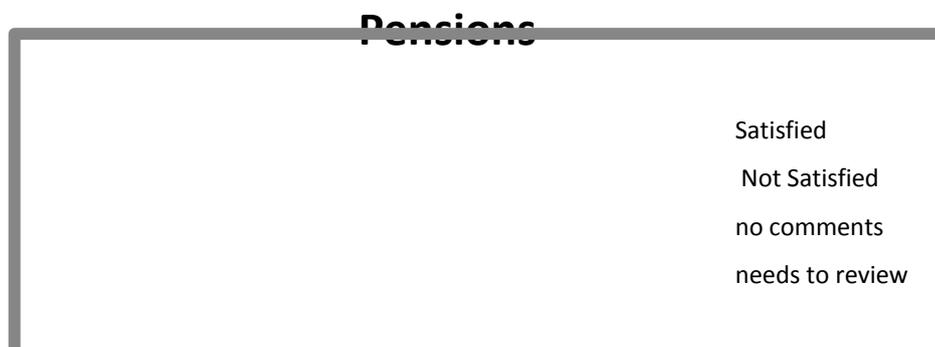
The following question was asked to the employees.

Q3. Are the employees satisfied with the pension scheme provided to them ?

a) Satisfied    b) Not satisfied    c) no comments    d) needs to review.

**Table 7**

S. No.	Comments	Responds (%)
1	Satisfied	87
2	Not Satisfied	6
3	no comments	5
4	needs to review	2
Total		100



It is observed that 87% of the respondents are satisfied with the pension scheme and it is found that it has been given to all the employees who were in service on or after 1.1.1996 and

members of the contributor of Provident Fund. But employees appointed after 1/2/2015 shall not be covered by these regulations. The regulation is called the GMC Employees Pension Regulation 2015 effective from 1<sup>st</sup> day of Jan1996. 6% of the respondents are not satisfied with the scheme as they feel that the amount of money the government has allotted is not enough for all the employees. 5% of the respondents are of no opinion and only 2% of the respondents are of the opinion that if possible it can be reviewed as maximum employees should get the benefit of the pension scheme which they are deprived of for many years.

## 2.2 Welfare Aspects

In the welfare aspects, the corporation is mainly concerned with the working conditions of the employees and other facilities if they can provide, so that the employees are satisfied and work together to achieve the corporation goal. As per the field survey, it is found that the employees get medical benefits as medical allowances as per state govt rules. The Guwahati Municipal Corporation has its own canteen where the employees can go and have tea or coffee and along with it a lunch room is attached to it. But the employee does not get any transportation facilities or have any creche room for the children. The employees have yearly health checkups and no in-house recreational programmes are conducted. Also it is found that there is no special medical officer to look after the employees but a medical allowance of Rs 600 per month is given to the employees and this they can avail only after showing the bill. Special care and facilities are provided to the employees who are suffering from chronic diseases such as Tuberculosis, cancer etc.

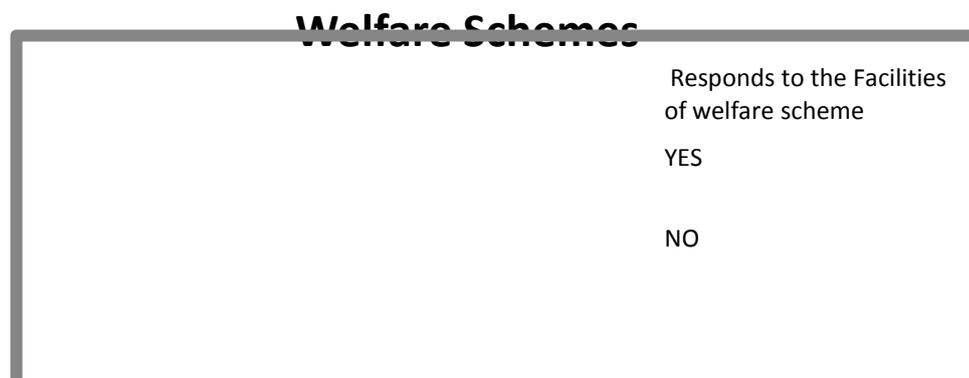
Q4. Is the Guwahati Municipal Corporation providing all the facilities of a welfare scheme?

Yes

No

**Table 8**

S. No.	Responds	No of Respondents
1	YES	12
2	NO	38



It is found through the field survey that out of 50 respondents almost 38 respondents are of the opinion that all the facilities that are supposed to be given under the welfare scheme is not being provided by the Guwahati Municipal Corporation. The employees want the provision of canteens, crèche, transportation etc. But 12 respondents are of the opinion that the Guwahati Municipal Corporation is providing some of the facilities as required.

### 2.3 Industrial Relation

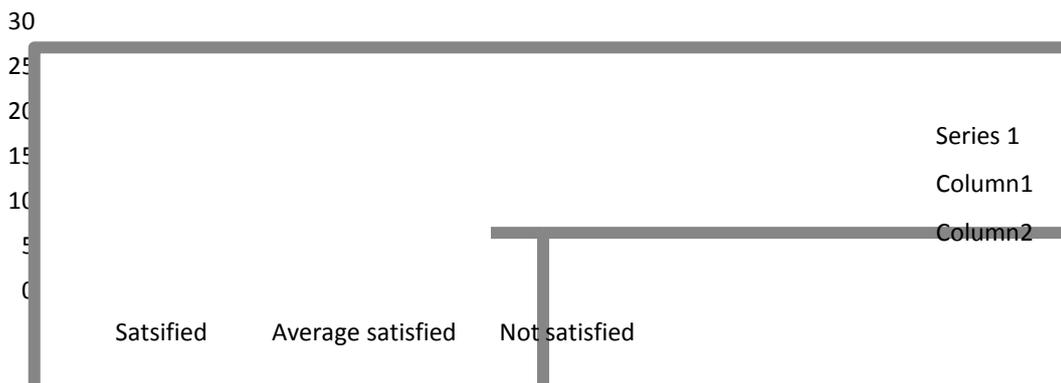
It is very important to have a very good union and management relation. It is only by the help of the union, that the management can run their organisation in a successful way and can attain its targeted goals. So to keep the employees happy and satisfied, it is the duty of the management to look after their employees. The main discussions that takes place between the union of GMC and the management are- the lack of no of employees in the organisation ,ignorance if occur or any difficulties or grievance or some genuine demands. In this case, the union goes for negotiation with the management at the first stage and if no mutual agreement comes out of it then they take out stay order for 14-15 days according to the labour commissioner Act and Constitution Act. The Guwahati Municipal Corporation has given facilities for the union employees families as such by providing education school and housing colony as Harijan colony in places like Solapara, Morisali, Uzan bazaar, Fatashil Ambari. Thus by providing such facilities the Guwahati Municipal Corporation is able to build up a relation between the employees and the management. The Union has fought with the management to have pension for its employees which they have succeeded after a struggle of 15 years. It's a very big achievement by the Union for all its employees. On being asked whether they are satisfied with the management decision, they answered as not been satisfied to some extent. Regarding promotion, increment of salaries and filling up the vacant posts are not to the full co operation with the management. The following table depicts it

Are the employees satisfied with the decisions and working structure of the management?

Satisfied       Average Satisfied       Not satisfied

**Table 9: List of respondents**

S. No.	Respond to the question	Respondent percentage
1	Satisfied	4
2	Average satisfied	11
3	Not satisfied	24



Source: Personnel interview and field survey

### 3. FINDING AND CONCLUSION

It is observed that the Guwahati municipal corporation is not able to strictly follow its necessary ethical norms to sustain its employees in the organisation with all the modern facilities. It has many loop holes which needs to be corrected in order to attain its goal. It is

very important to keep its employees satisfied and to provide all the possible needs along with trainings so that the corporation can cope up with the other states corporation and can have a beautiful Guwahati City.

Below are the following findings listed:

1. It is found that for last few years there is no new recruitment against the permanent post.
2. Employees that are being recruited are either on contract or outsourcing.
3. It is seen that the number of vacant positions are many in all the grades of permanent employees' leads seriously in shortage of human resource to function the corporation smoothly.
4. Grade IV people are less in almost all the branches for which passing of files from one branch to another branch becomes either delayed or difficult.
5. All Contractual employees are not fully supportive to complete their works as they have an insecurity of losing their job and so they are in constant search of new and permanent job with better salary and opportunity.
6. It is seen that previously the selection procedure was not upto the mark as they used to select the candidates just by their qualification but now they look at the capability of the employees to work in that required post or not.
7. No promotion is given for a very long time to the permanent employees and also salary revision was not done since long time against which employees are sitting in strikes, ultimately this demoralise the employees.
8. Promotions of some technical employees have taken places in last three years whereas non technical have not got that benefit.
9. Devoid of implementing modern technique of performance appraisal for employees is another serious limitation on the part of Human Resource of Guwahati Municipal Corporation.
10. Grievance redressal system is not scientifically handled in the Guwahati Municipal Corporation for their employers, which dissatisfies the employees.
11. No special medical officer is appointed in the Guwahati Municipal Corporation to take care of the health of employees.
12. After long back pension scheme is introduced in Guwahati Municipal Corporation, of course the prevailing pension scheme doesn't cover majority of its employees. .
13. Neither union nor management can play its role properly for strengthening both of their relation, owing to which still a work culture is not built up in Guwahati Municipal Corporation.
14. The Guwahati Municipal Corporation has set up few schools and housing colonies for the Harijan people working under them, but still this welfare scheme has not been implemented covering all needy people.

#### **4. SUGGESTIONS**

1. It is suggested to fill up immediately the existing vacancy of Guwahati Municipal Corporation, so that lack of Human Resource can be removed immediate.

2. The Guwahati Municipal Corporation should phase wise make the contractual employee's permanent. In doing so, some criteria should be applied in such a way so that no employee is unsatisfied.
3. With a view to recruiting necessary grade IV employees, the Guwahati Municipal Corporation should pursue the Government of Assam.
4. Considering the present market scenario and competitive environment, Guwahati Municipal Corporation should adopt scientific and modern recruitment and selection procedures as like national and international of public and private undertaking, so that they can obtain right candidate in right place for their organisational development.
5. It is right time to frame a scientific promotional policy and guideline with relative criteria and accordingly same should be implemented immediately for providing facilities to the candidates who are in due promotion. In doing so Guwahati Municipal Corporation should communicate with the Assam Government as soon as possible.
6. Salary is the principal factor of motivation. Hence it is suggested to provide salaries to its employees at latest revised scale.
7. Guwahati Municipal Corporation should follow the six sigma principle to make Guwahati a beautiful metro city.
8. The Guwahati Municipal Corporation should follow the new scientific technology for performance appraisal based on fully computerised system.
9. The Guwahati Municipal Corporation should update its portal so that for any kind of complain can be registered online instead of going and giving a written complain.
10. It should look more into the welfare sector as by having crèche facilities, hygienic toilets, transportation etc.
11. The employees should be given training as it required in order to be updated with the modern world and the new employees should have a proper orientation programme so that they learn many things before joining the post.
12. Medical officer is needed for the employees in the organisation so that monthly check up and updates of their health's can be done.
13. The relation of union and management can be strengthened up more by arranging recreational programmes, giving some more facilities to the family members of the employees.
14. The govt should ensure there should be full cooperation with the workers and management.

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