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THE NEW ADMINISTRATOR

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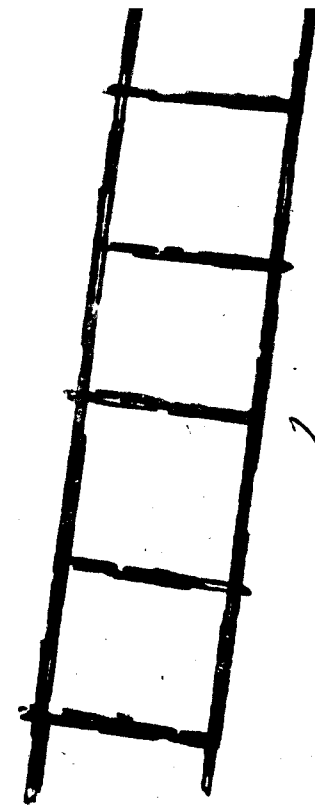
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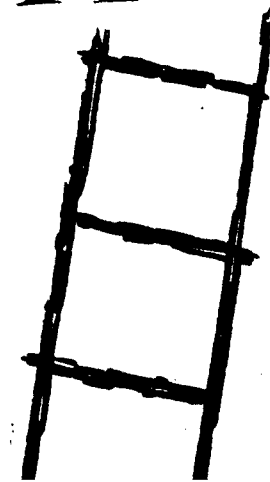


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THE NEW ADMINISTRATOR



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Vol. II No. 12

OCTOBER 1960

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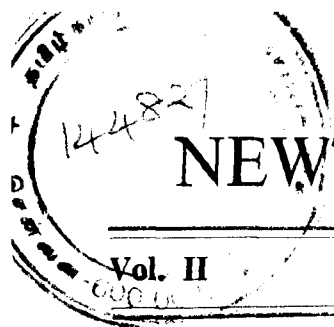
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"BASIC WANTS"

Dr. Visvesvaraya recently listed what he called eleven "basic wants" in the country. These were: (1) The working hours were short in the aggregate, and should be increased. (2) The working hours were too irregular and too few. They should be made regular and disciplined, and everyone should work on an average six to eight hours daily on every working day. (3) Every citizen should strive to promote unity, harmony and co-operation in every walk of life. (4) He should learn to practise diligence, discipline and precision as part of his character. (5) He should remember that loyalty, honesty and selflessness, as far as possible, will help a man to success. (6) He should show courtesy and service to fellowmen in daily life. (7) In every country generally the population may be roughly divided into two parts—some directors and other followers. Arrangements should be made to train and prepare both these classes loyally. (8) Acquisition of elementary knowledge should be insisted on. (9) Steps should be taken to maintain a planning committee to prepare detailed studies of work and behaviour of the citizens as was being attempted now in some of the other countries. (10) In schools and universities a few working habits, business habits and sense of behaviour should be discussed and preached. Such preaching should be steadily practised and rendered popular. (11) Good use should be made of time. It should not be wasted because in a disciplined life, time is money. It is work that produced wealth. He also gave the nation a message of hardwork, integrity of character, and discipline. He said: "If you do not work neither shall you eat. It is by his work that an individual in a country like India is enabled to make an adequate living." At the same time he stressed the need for rapid expansion of education to remove illiteracy, ignorance and poverty. The spread of education would create ambition and enterprise among people. In order to develop national efficiency and nationhood, higher education of every kind including technical education would be required. He pointed out how most of the advanced countries in the world like the U.S.A. had attained progress through sincere and hard work. Merit and capacity should be sole tests in selecting candidates for appointments particularly under Government, and not according to caste as practised in many places now.

News and Notes

The Benefits of Co-operation

As traffic speeds along a busy thoroughfare of Delhi, a small group of earnest people meet in a modest office on the top storey of a building, undisturbed by the din and bustle below. The men, members of the executive of the Cycle Rickshaw Pullers' Co-operative Industrial Society of Delhi, are holding one of their periodical meetings. The problem before them is how to accommodate the large number of rickshaw pullers waiting to be admitted to the membership of the society—and its various benefits. Set-up five years ago, this unusual venture is a testimony to the capacity of the co-operative type of organisation for doing good. Eleven rickshaw drivers banded themselves into an organisation and raised a share capital of Rs. 50. By the time, a co-operative society was registered in July 22, 1955, the idea had spread. The membership was already 24 and the share capital had "mounted" to Rs. 345. Once the rickshaw pullers accepted the co-operative organisation as the remedy for their ills, other difficulties began to look less significant. There were, however, quite a few hundreds: the question of getting permits for the cycle rickshaws which the society wanted to run, and the more important question of getting the money with which to buy them. Gradually these difficulties were overcome. The rickshaw pullers themselves raised Rs. 7,000. The State Co-operative Bank lent Rs. 35,000, and the manufacturers of cycle rickshaws advanced another Rs. 15,000. In the course of the last five years, the membership of the society has risen to 432. It owns 158 cycle rickshaws worth Rs. 65,000 and 15 scooter

rickshaws valued at Rs. 75,000. Besides a share capital of Rs. 40,000, it has other assets of about Rs. 10,000 and is able to run an office establishment which costs Rs. 800 a month. It has its own workshop for repair and maintenance of the vehicles. Among the benefits which members enjoy are medical attendance and assistance in educating their children. The society makes a contribution towards the purchase of books by the members' children.

Control of Leprosy

Of every five lepers in the world, one is an Indian. This was one of the staggering findings of an Expert Committee 15 years ago. Leprosy prevalent in India since times immemorial, is predominantly a rural disease. Its incidence varies from 0.11 per thousand of population in the Punjab to 14.1 in West Bengal. The belt of highest incidence includes West Bengal, Orissa, Madras, Kerala, Andhra Pradesh, Madhya Pradesh, Bombay and Bihar. Public attitude has now changed from a fatalist resignation to the disease and its victims, to the acceptance of concerted action to combat leprosy. During the First Plan, the Government of India, in association with States, took two main steps for combating leprosy. The first was the establishment of a Central Leprosy Teaching and Research Institute, in Madras, and, the second was the launching of a leprosy control programme in highly endemic areas. By the end of the First Plan, four treatment and study centres and 29 subsidiary centres were set up. The Government of India subsidised State Governments by grants-in-aid to encourage the establishment of these centres. The Director of Leprosy

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Control Works ensured the co-ordination of the activities of the various centres through State Health Directorates. During the Second Five-Year Plan, the provision for leprosy control and relief to such patients is Rs. 4 crores. Sixty-six additional centres have been established by the end of September 1959, covering a total population of over one crore. Cent per cent grants are given to State Governments by the Centre against non-recurring expenditure for setting up control units, and 50 per cent for recurring expenditure.

Scope of Democracy

U.S. Ambassador Ellsworth Bunker said at Madras that democracy which ensures freedom of inquiry and the right to disagree, carries within itself the seeds of unlimited progress. Explaining this view to the Indo-American Association of Madras, Mr. Bunker said that democracies may sometimes seem less efficient than totalitarian regimes. This is because democracy is always unfinished business, carrying within its scope for unlimited growth, he said. "To my mind," the Ambassador said, "there is no comparison between the dynamic power of freedom of inquiry and the right to disagree compared to rigid conformity, no matter how effectively it may temporarily be directed." Noting that India and America hold the same basic beliefs with regard to a world of open societies, Ambassador Bunker said that in such a world, all peoples should have Governments by consent and the right of freedom, where the rule of force should give way to the rule of law. "In these days," Mr. Bunker said, "when principles which form the foundation stone of free society are being challenged as never before there is much work

for all of us to do. We need to remind ourselves that freedom can be lost through complacency, indifference, smugness, weakness. "A successful democracy requires a citizenry willing to discipline itself, willing to work unceasingly for its improvement. It also demands tolerance of honest mistakes, understanding, compassion for one's neighbours, a desire to be helpful where one can, and to work as partners towards our common goal." "Obviously," Mr. Bunker added, "we are not always going to agree about everything. We may have our arguments or differences, but certainly we can always agree to disagree in a friendly way and, by thrashing out our problems frankly and openly, emerge stronger and better friends."

German Social Insurance System

Germany's social legislation provides for health insurance, accident insurance, old-age and disability insurance, and also for other benefits of a like nature. The individual branches of social insurance are under the control of the State and membership of the insurance schemes has been compulsory. The most important institution in the social insurance system is the disability and old age insurance, that is, the compulsory insurance of all workers and technical apprentices. In all, contributions are defrayed partly by the employee and partly by the employer. They amount to 14 per cent of the wages. Roughly, one in every seven or eight inhabitants of the country is in receipt of a disability, office worker's or miner's pension. Recently new regulations were introduced governing workers' and office staffs' insurance. Through the so-called "adaptation of pensions to productivity" work pensions will remain related to wage-levels. Unemployment insurance is a feature of the social insurance

system. All workers and office personnel are compelled to enrol as members of the scheme. The contributions of the employers and workers are, in each case, one per cent of the wages. Every member who becomes unemployed receives unemployment pay for a certain length of time; short time pay is also granted in certain cases. Those unemployed persons who are not insured or have ceased to be members of the scheme on account of their being permanently out of work are, in cases of proven need, granted assistance out of unemployment relief funds.

Trade Unions

Sound trade unionism and mutual understanding between labour and capital have been one of the factors contributing to Germany's industrial prosperity. The Constitution of the Federal Republic of Germany (the Basic Law) guarantees the free choice of trade and profession and of the place of work and educational institution. Every employee has the right to paid holidays, to exemption from work on Sundays, and to protection against unjustified dismissal and the endangerment of health whilst at work. Disputes concerning labour conditions are decided by labour tribunals on which both employer and employee are represented. The stages of appeal up to the Federal Labour Court are independent of other channels of legal action. Both employers and workers have been at pains to create a good atmosphere in factories so that work may be conducted in a spirit of mutual respect. These attempts to establish a way of handling men in accordance with the spirit of the times are supported by voluntary social contributions by trade and industry which, in part, substantially exceed what the law demands. The 40-hour work is the goal towards which most nego-

tiations concerning shorter working hours are directed. While business enterprises are organised into their own associations, labour has its own organisation to safeguard and promote its interests. The German Federation of Trade Unions is the most important trade union organisation in the country. Its aim is to bring about a unified trade union organisation without consideration of differences in political views and general outlook. The freedom of assembly guaranteed by the Constitution gives the workers the right to meet for the furtherance of their common interests, thereby ensuring for the unions a dignified place in social life. The disciplined and responsible behaviour of the workers since 1945 has contributed substantially to the satisfactory state of affairs; since then there has hardly been a serious industrial dispute, even if there have been one or two determined strikes. The right of the workers to say in management (known as "co-determination") is laid down for private concerns in the Charter for Private concerns and for public authorities in the Law regulating the Representation of Personnel. All private firms employing at least five—in agriculture ten—persons must establish a works council which has the right to express the views of its members. The workers have one-third of the seats on the board of directors of the joint stock companies—in the mining and smelting industries one half. In the directorates of heavy industrial firms, a "Director of Labour", nominated by the leading organisation of the workers, sits with the technical and business chiefs. He has special responsibility for the social side of affairs on behalf of the directorate.

Development of Dairy Industry

Officers of four Indian State Governments are returning to their

homes after a one-year study of the American dairy industry which they feel "will be very useful to India." The four, who spent much of their time at Ohio State University between visits to a variety of dairy and other installations in eight other U.S. States, reported in a press interview that they were highly satisfied with their American programme. They noted also that in the course of their academic studies, practical work in U.S. dairies, and observation visits they found that although they come from various areas of India, "the problems of all of us are more or less the same." Noting the potential value of milk in raising India's nutritional levels, one of them declared that "our main aim is to raise the production and at the same time improve the quality of milk." He also noted that at present in some areas "we also have some surplus milk products which are not consumed due to lack of market facilities." He explained that "after we go back to our States, our main job will be to collect milk from the producers, process it, and distribute it to the consumers." He also added that while "these skills are handled by the State Governments for the time present," it is planned that "after some years, they will be handed over to the farmers and their cooperatives." As a result of their U.S. studies, the State officers have mastered techniques of "increasing milk production by better feeding, breeding and management and they also learnt how to keep milk for a long time without loss of quality and how to handle new machines and equipment for manufacturing under hygienic conditions dairy products such as cheese and butter." The State officers had observed a number of U.S. educational techniques which also will be of service in developing Indian dairy

facilities. "Besides the technical things they learned, they were amazed at the methods used to teach American boys and girls regarding their diets. They learned through booklets, pamphlets, films, slides and from other means, what milk contains and how to improve health by drinking more milk." This, one of the officers said, "will be a good programme for us to follow in India."

Proletarians

Proletarians in West Germany have disappeared because the earnings of the lower income groups have risen, and are rising, faster than those of the upper brackets. In 1885, a German worker or clerk earned an average of about 700 Marks (nearly Rs. 800) a year. Last year, a comparable worker earned an average of DM 6,260 (nearly Rs. 7,000), almost nine times as much, or, taking into account the difference between the buying power of the 1895 Mark and that of last year an average of DM 6,260, nearly thrice as much as his grandfather. Members of the professions, farmers, artisans, businessmen and other independent earners, however, saw their real income only double between 1895 and now. There is another phenomenon: incomes are being levelled in general, and the middle class is growing. The German Institute for Middle Class Studies recently published a survey according to which there were about 4 million gainfully employed persons belonging to the middle class in 1951. In 1957, that number had risen to about 11 million, or, in percentage of all wage and salary earners, there were 27 per cent in 1951 and 58 per cent in 1957 belonging to the middle class. There are no comparable figures for the years after 1957 yet, but it is clear that the trend persists, because

wages continue to rise, carrying ever more workers into the middle-income brackets. From 1957 to early 1959, total wages and salaries increased by 12 per cent, and from the first quarter of last year to the first quarter of 1960, there was another increase of 8 per cent. Other surveys confirm this development.

Indian Handicrafts Abroad

Indian handicrafts are now finding their way to more and more homes abroad. The value of exports of handicrafts went up by 15 per cent in 1959 as compared with the year before. Nearly 80 countries took 50 different varieties of handicraft products of a total value of Rs. 7.64 crores last year. Handicrafts have received great fillip in the last ten years during which organised efforts have been made to improve marketing facilities, provide training to young craftsmen and give new ideas and designs to the older and experienced artisans, improve quality and organise the craftsmen into co-operatives. It was realised early that, given proper efforts and organisation, there was wide scope for Indian handicrafts in the foreign markets. What was particularly needed was that the foreign buyer should be assured of steady supply of the required articles as well as of supply according to specifications. In the last few years, Indian handicrafts have been exhibited in many countries of Europe, Asia as well as the Americas, both in large international shows as well as special exhibitions of Indian products and handicrafts. Handicrafts are also on show round the year in permanent showrooms in large cities of the world. Information about requirements of foreign buyers has been supplied to the craftsmen at home and exporters have been encouraged to take

advantage of the various facilities created for export promotion. An important step taken was the creation of the Indian Handicrafts Development Corporation, a Government owned body, to stimulate exports of handicrafts. The Corporation endeavours to create conditions which can facilitate the export of handicrafts rather than undertake direct marketing. Handicrafts are being exported to 23 countries in Asia, 16 countries in Africa, 17 countries in the Americas, 19 European countries and to a number of countries in the Oceanic region. The United Kingdom is the largest buyer of Indian handicrafts with a total import of Rs. 2.83 crores; the United States is the second largest. In 1959, handicrafts worth Rs. 2.14 crores were exported to the U.S.A.

Books and Democracy

U. S. Ambassador to India, Ellsworth Bunker, recently stressed the importance of the "printed word" "Books" he said, "have often helped mould the historic shape of events in America." Books like Tom Paine's "Common Sense", Harriet Beecher Stowe's "Uncle Tom's Cabin" and the McGuffey Reader, have contributed much to the growth of the American heritage, he added. Tracing the development of the book industry in the United States, the envoy said, publishers adopted mass production and distribution techniques and with the advent of paper-back, book publishing took a new dimension. "Variety stores, news-stands, supermarkets and the omnipresent American corner drug store began displaying and selling in almost unbelievable quantity, the attractively printed, inexpensive and disposable paper-back books. Today, over a quarter of a billion copies are produced each year," he said. Remarking that the

book industry in India "can confidently look to a future that will in time become a massive internal market," Mr. Bunker said, "Books are as essential to India as they are to the United States, for, books are the indispensable building blocks in any democratic structure. For it is books that contain the currents and convictions of public opinion." Citing the value of books, the Ambassador said: "Books are more than mere building blocks—they are bridges as well; bridges of understanding that unite free men everywhere in the common pursuit of peace and prosperity, and in search of truth." Mr. Bunker concluded: "Books can share the solutions to common difficulties, sweep away the darkness of ignorance and prejudice, open the eyes of us all to broader horizons and more incisive insights into the adventures of life. Books can do all these things and more—for they are to our minds what bread is to our bodies, sustenance, nourishment and the guarantee of growth."

Company Registration

In 1959-60, for the first time, the number of new companies registered exceeded the number of registrations in 1955-56, the year before the new Companies Act came into force. A total number of 1452 companies with an authorised capital of Rs. 160 crores were registered as against 1448 companies with an authorised capital of Rs. 157 crores registered in 1955-56. The number of new public companies registered during each of the last four years, after the new Companies Act came into force, is very much less than in the preceding year. The increase in the number of new companies registered is due to increased registrations of private companies. Besides, the number of

companies that have been liquidated and struck off the register during the last four years has exceeded new registrations. There has been a net decline of 2953 companies during the last four years, of which public limited companies accounted for a net reduction of 2269. The increase in the paid-up capital of non-Government companies during the year 1959-60 was of the order of Rs. 39 crores only as compared to an increase of Rs. 42 crores in 1958-59, Rs. 38 crores in 1957-58 and Rs. 47 crores in 1956-57. As against a total increase of Rs. 166 crores in the paid-up capital of non-Government companies during the last four years ending March, 1960, the paid-up capital of Government companies has increased by Rs. 402 crores. The total paid-up capital of Government companies at work on 31st March, 1960, accounted for 29 per cent of the total paid-up capital of all Government and non-Government companies. On 31st March, 1956, Government companies accounted for only 7 per cent of the total paid-up capital of all companies. Further, the increase in the paid-up capital of non-Government public companies in 1959-60 has been of the order of Rs. 21 crores only as compared to an increase of Rs. 29 crores in 1958-59 and Rs. 40 crores in 1957-58. The share of non-Government public companies in the total paid-up capital of all companies has declined from 65 per cent on 31st March 1957 to 49 per cent by 31st March, 1960.

The battle against Tuberculosis

One death every minute was Tuberculosis' tragic toll in India about fifteen years ago. In the First Plan, therefore, priority was laid down for the control of this fell-disease on a national scale. The first item on the programme to control the incidence of Tuberculosis

was the expansion of BCG vaccination on a mass scale. With a target of vaccinating 87 million people in the age-group 2-24, it became the largest campaign of its kind in the world, and also one of the most extensive public health measures ever undertaken. During the Second Plan, the States are expected to cover through BCG vaccination the entire susceptible population. Next in order of priority is the establishment of clinics; it is considered to be one of the practical methods which can be introduced fairly quickly. For the training of T.B. personnel in anti-T.B. work, it is proposed to open 10 demonstration and training centres by the end of the current Plan period. Of these, 6 have already been established. The seventh is under establishment and it is hoped that three more would be established by the end of the Second Five-Year Plan. During the Second Plan, 4,000 isolation beds were to be set up in association with existing institutions in or near cities and crowded areas. The total of 25,000 beds which will be reached by 1961, is far below the current needs. It is proposed to add another 5,000 beds during the Third Plan. A sum of Rs. 30 lakhs has been provided as a subsidy by the Central Government for establishing 8 Rehabilitation Centres during the Second Plan period. Their aim is to teach patients undergoing treatment in clinics and those who have finished their treatment but are under observation, suitable handicrafts.

Newspapers in India

About 7,650 newspapers and periodicals are being published in India, in English and Indian languages. The largest number of newspapers, about 20 per cent, are

published in English. About 19 per cent of the newspapers are published in Hindi, 8.2 per cent in Urdu, about 7 per cent in Gujarati, 6.6 per cent in Bengali and 5.2 per cent in Marathi. Newspapers in other languages account for less than 5 per cent each. About 16 per cent of the newspapers are bi-lingual or multi-lingual. The number of dailies, published in different languages, is 491. Their total circulation is about 47 lakhs. Nearly 3,080 monthlies, with a total circulation of 56 lakhs, are also being published. There are 98 newspapers with a circulation ranging between 20,000 and 50,000 each. Per lakh of population, 2.1 newspapers are being published in India. Language-wise, the proportion is the highest in Gujarati—3.2 newspapers per lakh of population. For every thousand persons in India, the number of copies of newspapers is 47.8. Language-wise, the number is the highest for Tamil—82.2. Taking daily papers separately, for every thousand of population, the distribution of their copies is 12.1. Comparable figures for some other countries are: the United Kingdom 573; Sweden 462; Finland 420; Japan 400; and the United States 337. About 45 per cent of the newspapers are owned by individuals, 29 per cent by societies and associations, 7.7 per cent by joint-stock companies, and 8.2 per cent by firms and partnerships. The share of Government publications is 5.4. Three of the dailies are owned by co-operative societies. The first newspaper in India was published in Calcutta in 1780, called the "Bengal Gazette" or "Calcutta General Advertiser."

Better income of factory worker

The U.S. factory worker, representing one-fourth of the non-farm labour force, is now making enough money to buy 40 per cent more of

the things he was able to buy 15 years ago. A Labour Department report further points out that workers have made other gains not included in this figure, notably increase in pensions, unemployment benefits and in health and welfare contributions paid by their employers. These gains by labour have not come about through longer working hours, the report pointed out. On the contrary, the average worker now enjoys longer vacations with pay, more holidays and more paid sick-leave than he did at the end of World War II, while the standard work week (approximately 40 hours) has remained steady. The 40 per cent increase in purchasing power represents higher wage rates over and above the rising cost of living. Actual wages are now 80 per cent higher than they were at the end of the war. The weekly earnings of factory workers now averages \$ 89.47.

New Food Policies

Dr. B. R. Sen, Director-General of the United Nations Food and Agriculture Organisation, called on individual countries to formulate "national food and nutrition policies which aim at providing a good diet for all sections of the population," in an address to the Fifth International Congress on Nutrition at Washington. The Congress, which has attracted some 2,500 nutrition specialists from 59 nations, was also addressed by President Eisenhower. The study of nutrition has "brought to light facts of far-reaching importance to mankind," he observed. "It has revealed how widespread malnutrition is in large areas of the world, and to what extent certain diseases and types of ill-health can be directly attributed to it." The United Nations official said that, at present, "more than half

of the world's population suffer from varying degrees of undernourishment and malnutrition" for which the "major causes are poverty and ignorance." He noted also that in considering "expansion of food supplies to meet world needs, we are confronted with the rapid growth of world population," which at present rates of increase will require "very large additional quantities of food" even at the present consumption levels. Through "the resources of modern science and wealth for research and investment, wide areas of additional land could be brought under the plough," he asserted. "In FAO, we are naturally more immediately concerned with measures to increase yields from land already under cultivation and here the technical possibilities are tremendous," he reported. He cited increases in yields obtained in some areas through such methods as better water utilization, plant improvement, building up of soil fertility and control of insect pests and plant diseases. He noted that available food supplies also can be increased through better processing and additional development of existing resources such as fisheries.

Men against desert

Vast stretches of fertile land in the north and north-west of Rajasthan have been practically barren for ages for want of water. With only four to six inches of rain per year and large areas under thick layers of sand—many of them treacherous sand-dunes—it is no wonder that less than ten people, in some cases only two, live in a square mile. Water is so scarce that every drop is stored away for the rainless day and guarded like a fabulous treasure. Against this background, the Rajasthan Canal Project, launched in 1958, is the kind of human endeavour which has

to be regarded not as one more development scheme but as an adventure in man's struggle against nature. The project, which may cost about Rs. 150 crores, will carry the waters of the Beas and Ravi in the Punjab to the north-western-most corner of Rajasthan along what would be the largest irrigation canal in the world. The length of the Rajasthan Canal will be 425 miles from Harike in the Punjab to Ramgarh, near Jaisalmer in Rajasthan. The entire canal system will again be the largest and longest irrigation system in the world. The length of the branch canals will cover a distance of 400 miles and the distributaries 2,000 miles. From end to end, the water courses and field channels to be served by the Rajasthan Canal system will be long enough to girdle the globe. It is not merely in irrigation and agricultural production that the benefits of the schemes lie. The canals will follow afforestation which will halt the march of the deserts. The menace of locusts will also be eliminated. In the wake of agricultural development, industries like sugar and cotton are expected to spring up. A number of small scale industries can also be set up. Last but not the least, this means that about 5 million people will be provided work. The work may take eight to ten years but supply of water will begin as soon as the first section of the canal is ready.

Civil Aviation

In 1959, the Indian Airlines Corporation and the Air India International carried about 7.4 lakh passengers and flew about 25 million miles. About 74 million lbs of cargo and nearly 15 million lbs. of mail were also airlifted. When India became independent in 1947, the number of passengers carried was 2.55 lakhs, About 9.4 million miles

were flown, 5.6 million lbs of cargo and 1.4 million lbs. of mail were carried. The Indian Airlines Corporation and the Air India International were set up in 1955 following the nationalisation of air transport. The I.A.C. services in the country connect over 50 cities and towns, including all State capitals. The Air India International has 28 services per week which link India with about 20 countries in East and West; Asia, Europe, Africa, America and Australia. A large part of the mail in India is now carried by air under the "all-up" scheme launched in 1949 following the introduction of the first night airmail service. Under the scheme, all first-class postal articles—letters, postcards and inland letter cards—are carried by air, wherever air services are available, without any surcharge. There are about 85 aerodromes in India, including the three international airports at Santa Cruz (Bombay), Dum Dum (Calcutta) and Palam (Delhi). The Civil Aviation Training Centre at Allahabad trains young people to become pilots, navigators, aircraft engineers and aerodrome officers. The centre also imparts training to a few trainees from friendly neighbouring countries. Besides, training facilities for flying are also provided by 17 flying clubs which receive subsidy from Government. There are also five gliding centres and clubs at Allahabad, Bangalore, Poona, Delhi and Pilani, which provide facilities for glider flying.

Beggar Survey

There are in Madras City about 5,000 beggars on the streets and 1,200 in institutions, of whom two-thirds are able-bodied and fit to engage in gainful employment. One-fourth of the beggars are below 15 years of age. These are among the findings contained in the "Report on beggar survey in Madras City",

published by the Madras School of Social Work. The study was made under the auspices of the Research Programmes Committee of the Planning Commission, making use of two observational surveys by about 200 volunteers. The fact that one-fourth of the beggars were below 15 years of age showed that it should be relatively easy to rehabilitate them. This, along with the finding that more than 60 per cent of the beggars were able-bodied, should make possible an effective educational and rehabilitation programme that could bring down the beggar problem to a manageable minimum level. One-third of the children-beggars were engaged in some part-time work. A variety of hardships, physical disablement, death of the breadwinner, lack of work and poverty were among the causes that led people to begging as a way of life. Given a plan and a programme, which encompass training for a job, and a job to make use of that training, the problem should not be difficult to solve. The team has emphasised the need for a new and comprehensive Beggar Act applicable to the entire State. There should be at least one rehabilitation centre in every district, and a series of institutions in large areas outside cities for rehabilitation and occupation training. The provision of more training opportunities of a specialised nature to help the rehabilitated to qualify for specific jobs is also urged. The team states that it is necessary to educate the public on the danger of perpetuating the beggar problem by indiscriminate giving. The people should be made to realise the advantages of a scientific and planned approach to solve the beggar problem.

Public and Private Sectors

Businessmen and industrialists were essentially realists, not theoreticians, and should therefore set

about their duties in a spirit of getting things done," said Mr. A. M. M. Murugappa Chettiar, President of the All-India Federation of Chambers of Commerce recently. Mr. Murugappa Chettiar said the Federation had been taking the stand that the private and public sectors should be treated as complementary factors. The controversy between public and private sectors should not be exaggerated, but both should concentrate their attention to devise ways and means to solve the country's problems without taking a doctrinaire approach. In all systems, the increase in production was the objective and the methods to be adopted were identical. Referring to the Government Plans, he said, "despite setbacks and difficulties, the Indian economy, under planned development, had shown obvious signs of strident growth. Similarly, the inflow of foreign investment and credits had also shown definite signs of improvement. The supply position of various raw materials also had improved, and the country had now started the manufacture of a number of items like chemical and plastic intermediaries for which they were completely dependent upon imports till recently. There was scope for setting up a large number of small-scale and medium industries in this part of the country. Regional approach is neither useful nor wise. In fact, it was definitely harmful. The problems must be viewed in their entirety and must be treated as such. The country unfortunately was underdeveloped; some parts of regions might be slightly more developed than others but this did not alter the complexion of their problems. The planners undoubtedly must have taken note of this disparity in their calculations. The requisite raw materials in the semi-processed state

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Trends in Administration

Work Study

It is reported in the press that secretaries of the Ministries under the Union Government have been asked to select sectors and to have detailed work study done in these sectors. The whole purpose of the work study is reported to be to avoid red tape. But it is a moot point whether administrative delays are solely due to red tape. No doubt a part of the delay may be due to red tape but not in all cases. The main causes for administrative delays have to be looked for elsewhere. One of them is the rapid expansion of Government staff and the consequent employment of people at all levels without sufficient experience or training. Of course, such employment was to some extent inevitable because the State came to undertake more and more welfare activities needing more and more persons. But the crux of the matter is that little organised efforts have been made by the Government to educate the new entrants so that their lack of experience can be made up to some extent. Nor were the new entrants anxious to undertake self-education and improve their equipment so that their lack of experience may not prove a serious handicap in the discharge of their duties. Unless this state of affairs is put an end to administrative delays may continue to occur even after red tape has been eliminated. We are living in an age when it is the fashion of among public servants to talk about their rights and not of their responsibilities. And this outlook is largely responsible for their not taking efforts for self-education. It is therefore the main responsibility of the Government to bring about a radical change in this outlook. They have to seek the assistance of service unions also to this

end. Study circles have to be formed among public servants in all offices and these circles should be provided with topical literature like books, journals, etc. There should also be periodical lecturers on to the role of public servants in a welfare State. Essay competitions have to be encouraged. At present something is being done in this matter. But what has been done lacked planning? In this matter, both the Government of India and the State Governments have to work in collaboration. Lack of coordination will result in much waste of time and money and poor results. The Home Ministry of the Government of India have to take the initiative in the matter. The Government of India must not confine themselves to their services alone. The Central Government have to provide the States with expert guidance in the matter. During the last War, the National War Front was a Government of India organisation but in the matter of propaganda activities in the provinces, they provided expert guidance and with constant liaison work saw to it that the provinces did their jobs well. A similar line of approach has to be adopted now also in the matter of educating public servants in the States. The earlier this is done the better.

Tours of Ministers

Recently, reference was made in the columns of this journal to the announcement made by the Prime Minister of Ceylon that she would discourage unnecessary travelling by ministers and officials. This is worth recalling in the context of the information given in the Rajya Sabha recently that sixteen Ministers of the Union Government toured abroad during the first half of 1960.

No doubt, the Finance Minister assured the House that the touring was undertaken only when some useful purpose was gained. All the same, the feeling left in the mind of the common man is that, there is still ample room for economy in the matter of expenditure under Travelling Allowance. The cost of administration both at the Centre and in the States is increasing and it is imperative that it is kept down. By restricting the tour of Ministers both Central and State to the barest minimum, it is possible to effect economy in this direction. Not only tours abroad, but tours within the country have to be cut down to the bones. Apart from the financial aspect of the matter, such economy in the matter of tours is desirable from another point of view. The Government have embarked on a country-wide savings campaign to stimulate savings among the people. Such a campaign cannot evoke full response if the impression persists in the minds of people that the Governments are not sufficiently economic in regard to their expenditure. Recently, there was criticism in the private sector that money collected from them under numerous taxes were spent rather liberally. The persistence of this impression may have unwholesome reactions. It is therefore important that more vigilance is exercised in the matter of expenditure under Travelling Allowance. If Ministers both at the Centre and in the States set an example in this matter, officials are likely to follow with considerable improvement in the expenditure position under T. A.

Administrative delays

The Prime Minister recently spoke of the need to attach responsibility to individual Government officers in order to eliminate delays. He said that in order to attach responsibility to persons, it was important to make them responsible and not

keep them as merely cogs in the machine. Nobody wanted to shoulder responsibility because they were a little afraid. Officers did not want to exercise their initiative too much for fear of getting into difficult situations. In these observations, the Prime Minister was giving expression to what many feel in this matter. There is no doubt that since Independence, delays in public offices have become almost abnormal. A number of measures have already been taken by both Central and the State Governments but they seem to have only scratched the surface. When the malady is deepseated, remedial measures should be drastic. At present, it is the tendency of many officers to consider the clerical ranks as responsible for delays. It is not unusual that when serious delays are detected and action taken, only the clerical or the subordinate ranks are proceeded against. This was the practice during the British regime also and it still persists in many parts of the country. From the way in which action in the matter of delays is taken, the impression one gets is that the presiding officers have nothing to do with it. This is not a correct outlook. Mr. A. D. Gorwala, in one of his reports on administration, has suggested that the head of an office should be made responsible for delays in his office. This is the only way of improving things. If the head of an office is vigilant and efficient, the staff also is bound to be efficient. Efficiency is something that flows down like a water course. It cannot flow up. It cannot proceed from the subordinate to the superior, but only from the superior to the subordinate. This point has been stressed by almost all writers on administration.

Integration of Control

The Madras Government is to re-organise the Highways Department.

It is proposed to bring within its purview the Engineering staff now employed in the Community Development Programme and under the Minor Irrigation and Rural Water Supply Schemes. The Department will be renamed 'Highways and Rural Works Department'. A superintending Engineer has been appointed to work out the details of the reorganisation. The main purpose of this reorganisation is to implement the provisions of the Panchayat Act. Reorganisation for integrating control at the top is always to be welcomed. Unified control at the top and decentralisation below have been rightly considered as essential pre-requisites for administrative efficiency. During the British period, Departmentalism was considered as one of the weak points of the administration. In departmental activities, there was sometimes, overlapping. Also one department did not take kindly to another and much time was spent in mutual jealousy and wrangling. Under the present dispensation, it is therefore, essential to see that the jurisdiction of each department is clear cut and as far as possible, there is integrated control at the top. The aim of departmental reorganisation should be to ensure quick despatch of business. Speed is the hall mark of efficiency in government business. And this speed can be achieved only by unified control at the top and delegation of powers below. At present, redtapism is made to shoulder the entire blame for administrative delays but in many cases, delays may also be due to lack of proper organisation and delegation of authority within the department. This has to be looked into when occasion arises by O. and M. divisions.

Community Development

It is reported in the press that the Lions Club in two centres in

Madras State has decided to adopt one village each in the coming year for intensive development work in cooperation with Block Development authorities and the American CARE Organisation. This is good news. Community Development is such a vast field that there is enough scope for any number of voluntary organisations. As a matter of fact, both in the East and in the West, pioneer work in this direction was done only by voluntary organisations. But the success of voluntary organisations depend on two or three conditions. One is that their sphere of work should be clearly demarcated so that there is no overlapping. Secondly, there should be careful coordination as between the activities of the various voluntary agencies and Governmental organisations. This lack of coordination has been one of the weak points in the past. Much time and energy were wasted as a result of poor coordination. Results achieved also have been far from adequate. This experience has to be borne in mind and care has to be taken to see that there is strict coordination. Thirdly, there is often a tendency on the part of voluntary organisations to feel that they are a law unto themselves and therefore are not bound by any directions from anybody. They think that because they are doing voluntary work, they can do as they like. This is a wrong approach. Once a voluntary organisation puts its shoulder to the wheel, it has to fall in line with others working in the same field and subjecting itself to the overall control of properly constituted authorities. This is an important fact to be borne in mind by them. Team spirit and a cooperative attitude on the part of voluntary organisations are necessary conditions for producing maximum results. It may also be pointed out that Government should encourage more and

more voluntary organisations to come to assist in the field of Community Development. Students' organisations, women's organisations, pensioners' organisations, all can lend a helping hand in the matter. Especially, the former two can be more effectively harnessed with quick and substantial results. What is wanted is, a planned programme.

Democratic Decentralisation

The Congress Parliamentary Party has set up a study group of the Party to draw up proposals to make the scheme more effective. Decentralisation of Democracy is the order of the day. It is an axiomatic fact that for democracy to be enduring, it should be decentralised. Decentralised democracy is characterised as virile democracy while centralised democracy is looked upon as dying Democracy. Democratic decentralisation has been introduced in some States, but its success is not an easy thing. It depends upon a number of factors. The literacy of the people, their political consciousness, the availability of selfless leadership and the expert guidance which Government agencies can provide, are among these factors. It has to be admitted that in respect of most of these factors, we are still backward. This shortcoming can be made by district officers and village uplift personnel adopting a friend, philosopher, and guide attitude in the matter. In the formative stages, they have to nurse decentralisation with great care. A number of unforeseen difficulties may arise. Through these, the people have to be shepherded until they get a grounding in the principles and practice of democratic decentralisation. The Collector especially has a paramount responsibility in the matter. On his experience, patience, tact, and imaginative outlook depend the prospects of the scheme until it gets stabilised. A study

group such as is instituted by the Parliamentary Party may help to crystallise matters in this regard and also provide instructive guidance to all concerned. But such a study group should also have included non-party people who by their experience and knowledge of rural problems in our country may be able to give useful assistance. In vital things such as these, it is the path of wisdom to include the best talents irrespective of party affiliations. The objective should be to get the services of the best men whatever be their political colour.

Panchayats

Panchayats are as old as India. In ancient India, they played a vital role both as a local welfare agency and as a stabilising factor in the midst of ever changing political conditions. Their success at that time depended upon a number of factors. But many of these factors have ceased to exist at the present day, so much so that the successful working of Panchayats is fraught with immense difficulties. This does not mean that we should be dismayed by difficulties and give up the game. We have to create conditions that would ensure the success of Panchayats. The Kerala Governor speaking recently at Coimbatore said that, if Panchayat administration was carried on in a proper manner, it would become a village republic and if it became a village republic in the right sense and looked after the interests of the people, there could be no more ideal Government for the country. A good deal of right propaganda and education, he said, was necessary before Panchayats could become ideal ones. The need for propaganda and education has often been overlooked in this matter. They among other things can ensure the right climate in which Panchayats can thrive as the welfare State on the spot. No

Panchayat can rise above its average member. Efficiency depends on the equipment and outlook of individual members. They have therefore to be educated and trained to develop the proper outlook. Development personnel including social education officers have to pay special attention to this aspect of the matter. When it is remembered that the success of our Democracy—the greatest democracy in the world—depends on Panchayat Raj, no amount of efforts can be too much to make it an effective force in the lives of the rural masses.

Peoples' Initiative

People buy stamps from a post-office counter, but not the inhabitants of Kinnar-kheda village in Porbander C. D. Block in Gujarat. They have instead an unlocked box placed at the village crossing. The stamps in this box remain unlocked and so does the money. And there is no vigilance kept. People know the value of honesty. The Community Development programme has only pinpointed it. During the last two years, i.e., ever since this experiment was launched, there has not been a single case of lapse on the part of any of the thousand and odd inhabitants of the village. It is also significant that during recent years, not a single dispute has been referred to a court of law. Differences between the inhabitants have been resolved by the village panchayat. There has also been no case of theft or burglary. The farmers now leave even their agricultural implements in the open fields and find them the next day just as they had left them. Untouchability has also become a thing of the past and nobody in the village sincerely believes in caste or creed. Another important index of the change of outlook in the people is the fact that some of the orthodox customs, such as funeral feasts

and child marriages, are fast dying out. This remarkable work owes its success to the pioneering work done by Dudabhai, the village Sarpanch. Owning about 50 bighas of land, he wanted to learn new methods and techniques of agriculture and underwent a one-month training course. This training transformed his outlook on life and, on its completion, he threw himself wholeheartedly into village developmental work. The first task that faced him was to make the 9-year old village panchayat effective. Among the panchayat's important decisions was one to make everyone in the village, man, woman or child, literate. The literacy drive was started on a large scale and today not one in the village is illiterate. Education opened up new avenues to the people. Books and magazines relating to developmental work elsewhere in the country, made available by various Government departments through the block development office, widened their horizon. They became conscious of their role in developmental work and were acquainted with the new ways being introduced to improve village economy. Since the villagers have taken to new techniques, the farm produce has gone up by 60 to 70 per cent. There is also a new pride in the work and a cohesion in the community that were unknown before. It is a village where one stands for all and all for one.

Constructive Suggestions

Two or three recommendations made by the National Advisory Committee on public co-operation, deserve underlining. One is that voluntary organisations should be strengthened and given every encouragement. This is very necessary if work done is to endure. Social welfare work in any sphere cannot last long unless it is made peoples' work and it can be made peoples'

work only if people are given a large share in it. This can be done only through voluntary organisations. But all voluntary organisations cannot be taken at their face value. Their bonafides have to be fully looked into, before they are given encouragement. It is also necessary that organisations engaged in the work of *instructing* the people in these matters should also be given encouragement. There are for instance, journals concentrated on educating the people in the matter of community development and providing administrative guidance to officers engaged in it. There are also publishing houses engaged in publishing books useful for the political education of the citizens. These cannot succeed as business propositions and they carry on their work in a spirit of service. They certainly deserve encouragement. If they are given encouragement they will be able to widen the scope of their service. In some of the Western countries, such enterprises are assisted by philanthropists or charitable organisations. Here such things are rare and hence it devolves on Government to lend a helping hand. State Governments generally lack funds and it is therefore the responsibility of the Union Government to assist such enterprises. More serious thought needs to be given to such matters. Another resolution adopted by the National Advisory Committee relates to the preparation of a register of retired Government servants and ex-service men who are willing to offer their services in an honorary capacity. Sometime ago, an association of pensioners suggested that Government should utilise the experience of retired people for development work. Most of them are settled down in villages and those who are living in towns may be willing to assist in development work in villages for a

small honorarium. State Governments specially must take active steps in the matter. Through Collectors, they can draw up a register of retired people in every district and arrange to utilise their services in a planned manner. The earlier this is done, the better. Pensioners have plenty of experience and this may prove the leaven that would tone up the efficiency of their fellow workers also, apart from providing informed leadership.

Spend less campaign

The Andhra Pradesh Governor inaugurated a spend less campaign on August 15. He himself led the way by introducing austerity measures at Raj Bhavan in pursuance of the campaign. He has reduced the number of parties at Raj Bhavan, minimised the menu and curtailed the number of invitees. He is also contemplating the surrender of two railway saloons now being used by him. This would lead to a saving of Rs. 25,000. The Governor is also meeting different sections of society to popularise the campaign. Recently in this connection, he met the principals of the city colleges at Hyderabad. The Governor has thus set an example worthy of emulation by others. In the recent past, there was an agitation in some parts of the country for the abolition of the post of the Governor as a measure of economy. The view was expressed in a section of the press that Raj Bhavans were proving a white elephant for the tax payer and their winding up would lead to substantial economy. This is like throwing the baby with the bath water. The post of Governor is an indispensable one and it cannot be abolished without detriment to public interest. But it is possible to examine the question of economy and see that the expenditure is cut down to the bones. This will take the edge of

the criticism against Raj Bhavans. There cannot be any doubt that spendless campaigns such as was inaugurated by the Andhra Pradesh Governor is very necessary in the present context of affairs. That the head of a State should sponsor this campaign is particularly appropriate. Administrative expenditure is mounting up and it is necessary to keep it down at any cost. No country can live beyond its means. There is no doubt a keen awareness of this fact in Government circles and something is being done; but more has to be done. Work has, no doubt, increased since Independence, but the general contention is that staff expansion has been out of all proportion to the creation of new work. This aspect of the matter has to be fully examined by all the States as well as the Centre. Apart from the overhead charges other items of expenditure also need looking into. When the outcry against increasing expenditure is gaining momentum, some planned action has to be taken by the States and the Centre to see that the expenditure does not go up further and that all possible economies are effected. Only then will people become convinced that the money collected from them is prudently spent.

Faction in Panchayat

It is reported in the press that owing to faction, a Panchayat Board was not able to meet so far since its inception in 1958. This is certainly disappointing news especially when democratic decentralisation is well under way. Panchayats in ancient India worked smoothly because there were no factions. In spite of the caste system, there was a degree of social homogeneity and harmony. This was mainly due to selfless leadership. This is awfully lacking now. Owing to migration

to towns and cities villages are depleted of good leadership. It is also said that in Panchayats in ancient India, there was no question of majority and minority. Even when the majority held certain views, they did not seek to impose the views on the minority but conciliated the minority by persuasion and the latter cast in their lot with the majority. Thus, there was no room for bitterness between the majority and the minority. But at the present day, these are unusual things in our villages. Politics have invaded our rural areas and created a number of problems, though in the sphere of local self-government, there cannot be any room for politics. Panchayat problems are simple and there cannot be difference of opinion about them. In the higher spheres of administration for instance, at the State level as well as the national level, there are bound to be complicated problems in respect of which different approaches are possible with the consequent possibility of different views. If politics are imported into rural areas, that would mean the death-knell of Panchayat Raj. In this matter, the official agencies have a special responsibility. In local politics, they can take a detached view and it is possible for them to provide wise guidance to rural folk. In the early stages of Panchayat Raj with the rural folk, largely illiterate such official guidance is indispensable. District administrative officers have always to remember that the success of the Panchayat Raj in the formative years depends on the wise shepherding they are capable of doing.

Redtapism

Yet another Government has started a probe to find out how far it is possible to eliminate redtapism and quicken the despatch of busi-

ness. The Kerala Government according to press reports have set up an organisation charged with the task of investigating the possibility of eliminating redtapism and accelerating the despatch of business. It is enquiring among other things into the punctuality of government staff in attending office, the proper maintenance of movement register, the possibility of giving more powers to heads of departments in order that they may dispose of business without a reference to the government, the distribution of authority within the different cadres of officers in the secretariat, etc. Such probes have been done by most of the State Governments, but so far it is doubtful if the pace in the despatch of business has been quickened in any tangible way. In these things, it is often forgotten that men count more than measures. We have to build up men before we build up measures. Measures are nothing if they are not handled by proper men. Lord Bacon said, "It is vain for princes to take counsel concerning matters if they take no counsel likewise concerning persons; for all matters are as dead images and the life of the execution of affairs lies in the good choice of persons—the greatest errors are committed and the most judgment is shown in the choice of persons." It is well known that since Independence, human material has suffered in quality. This has been due a number of causes some beyond control. So, importance has first to be given to the improvement of the human material before measures are devised. Men come first and measures only second. But this priority has does not seem to have been recognised and very little has been done in a planned manner to improve the human material. Better late than never and it is time that systematic efforts are taken to im-

prove the efficiency of human beings. In most of the western countries in such contingencies, public servants are provided with facilities for training; they are given opportunities for self-education and ample incentives are provided for them to promote their self-development. But little of these things has been done in this country since Independence. And so long as this aspect of the matter is neglected any number of administrative measures may not yield results. We have changed from a police State to a welfare State. The public servants have to develop the welfare outlook; they have to be fully posted with the philosophy behind the welfare State; they have to be educated into a spirit of service as against the spirit of authority that prevailed in the Police State. In all these things, the Governments have to take the initiative and provide facilities. This is the main responsibility of the O. and M. division. Neglect of this aspect and exclusive stress on the importance of administrative measures may prove to be a case of putting the cart before the horse.

Study of Productivity

The Madras Productivity Council has constituted a team consisting of 10 senior representatives of employers, workers and Government to carry out a field study of industrial relations with special reference to productivity. The team will study various factors and causes that affect productivity from the workers' angle and also methods and pattern of cooperation between workers and management, necessary to achieve higher productivity. The team is led by the State Commissioner of Labour, Mr. T. N. Lakshminarayanan. The team will carry out a fairly intensive study in the major industrial centres in the country

and submit its report. Members of the team have started on their first lap of their tour of the eastern region for study in the engineering, iron and steel and plantation industries in Calcutta, Jamshedpur, and Assam, for about two weeks. One may suggest in this connection that the Union Government may also set up a team to study the causes of low out-turn in public offices. The causes may vary from region to region, but the conclusions of a sample survey may enable the Government to reach a correct diagnosis by and large and chalk out an effective line of action. At present though it is admitted on all hands, that administration has lost efficiency, little co-ordinated action is taken by the Centre and the States. In administration as in many other things, co-ordinated action is very important if substantial results are to be achieved. Judging from the present trends, the Government of India is mainly concerned with their own departments while the State Governments follow different lines of action. These haphazard activities have not been able to produce tangible results in the past. What is now necessary is, therefore, co-ordinated and planned action by the Centre in collaboration with the States.

Broadcasts by Farmers

The Joint Rural Advisory Committee of the All India Radio Hyderabad and Vijayawada, has recommended that once a month, a farmer, who had been rewarded for any special achievement in cultivation, be made to broadcast over All India Radio. The Committee observed that programmes consisting of stories of human interest emphasising aspects of individual effort in the implementation of Five-Year Plans could serve as an incentive for greater cooperative effort in furtherance of the programmes under

the Plan. The Committee also suggested that Chairmen of Zilla Parishads and other personnel intimately associated with Parishad work be invited to participate in programmes like the peoples forum. These suggestions are well worth implementation. When the success of the national plan depends primarily on public cooperation, no amount of efforts is too much to secure that. And one of the ways of invoking cooperation is to spread authentic knowledge about the potentialities of the plan. But radio talk can reach the masses only if radio facilities are available in rural areas in ample measure. At present, this is not the case. The production of cheap radios is the only solution to this problem. In the meantime these broadcast talks can be got printed and published from time to time in small booklets. If it is not possible for government to do this private publishers can be asked to undertake this. These booklets can be widely sold for reasonable prices to the intelligentsia and by a process of filtration the knowledge in these books may reach down to the masses.

More Libraries

The Governor of Kerala recently said that in the context of a developing economy, libraries had to play a significant role in the spread of knowledge. There is no gain—saying this fact. At present, there is a deplorable lack of reading habit and this can be remedied only by a generous provision of library facilities especially in rural areas. At the same time, it is also necessary that public servants are also made library minded. Reading habit among public servants has declined more sharply than among the masses. This decline has to be properly combated as a pre-requisite for the improvement of administrative efficiency. At present many offices have recreation clubs.

They should also have good libraries stocked with books and journals of on administration and those of topical interest. The allotment of reasonable funds for the building up of libraries in all public offices on an annual basis is a worthwhile item of expenditure. It may in the long run prove a good investment. If the cost of this scheme is too prohibitive, it is better to have such facilities on a district basis with arrangements for door to door delivery. Administrative heads of districts have to bestow more serious thoughts on this matter. Administrative efficiency is a desideratum for the success of our national plan and in improving administrative efficiency, libraries have to play a vital role.

Sports in Rural Areas

The Director of public instruction Kerala, is implementing a scheme of subsidising youth clubs in rural areas which are engaged in promoting sports and games. The maximum amount of the subsidy is Rs. 300 per annum. Only clubs which have been in existence for two years, are entitled to apply for subsidy. The clubs should also have at least thirty members and they should have their own playgrounds. This innovation will no doubt, be widely welcomed. But the scope of the clubs is very limited. It includes only sports. It can be very well made to include activities similar to those of 4-H clubs or they may be converted into four 4-H clubs. 4-H clubs have done very useful service both in U.K. and U.S.A. In some parts of India also, they were tried or they are being tried. They have got a promising feature. They provide a good forum for pooling man power resources in a village for the fulfilment of the plan. State Governments have to take the initiative in organising these clubs. For build-

ing a new and better India, the different elements in the population have to contribute their share, men, women, youths, students, etc. Experience in other countries has shown that 4-H clubs can prove an effective instrument in mobilising the resources of young men in rural areas. But they can help on a substantial scale only when they are organised in large numbers.

Observance of Economy

A member of the Gujarat Legislative Assembly recently suggested that observance of small economy by the people could go a long way in saving crores of rupees. For instance, he said, if the people of the State started drinking one cup of tea less every day, it would result in a saving of Rs. 36 crores. Similarly, bidi smokers in the State were spending annually Rs. 50 crores on bidis. There is no doubt that austerity by the people would lead to substantial savings. But austerity can be enforced successfully only if Governments set an example of economy. Administrative expenditure everywhere in India is mounting up and there is a widespread impression that Governments are not sufficiently economic in the matter. Against the background of this impression, it is not likely that the mass of people would be tempted to take to austerity. The best way, therefore, to implement austerity schemes, is for the Government to practise rigid economy and thus convince the people that they are very careful about expenditure of public funds. Then the public will only be too ready to emulate government example and practise austerity. It is common knowledge that only by practical example Gandhiji was able to popularise his teachings. Ever since Independence, there has been much talk about the need for stringent economy in the

field of administration. No doubt both the Central and State Governments have undertaken measures to promote economy but the general feeling is that they have not gone far enough. Permanent economy committees may perhaps be constituted in every State which may examine not only new measures of expenditure, but also possibilities of retrenchment. Administrative expenditure has to be cut down to the minimum and this needs more serious attention on the part of the Governments.

Story-Writing on Cooperation

With a view to popularising the spirit and ideology of cooperation among the people, the Cooperative Department of Rajasthan has organised a story-writing competition. Three prizes of Rs. 200, Rs. 100 and Rs. 75 will be given to the three best stories entering the competition. Besides, certain other good stories will be taken for publication on payment of a remuneration of Rs. 20 per story. All rights for the publication of prized stories or stories accepted on payment of remuneration will vest with the cooperative department. The stories for the "Rajasthan Cooperative Story Competition, 1960" should be based on the ideology of cooperation. Such competitions are a healthy innovation. They can do a lot to rouse public interest in the cooperative movement and also popularise knowledge of the essential principles of cooperation. The latter is very necessary because cooperation can strike deep roots in this country only when its essential principles are assimilated by the people. We have to travel a good deal to reach this goal. No doubt, cooperation has made rapid progress during the last fifty years, but it is very doubtful if its essential principles have been grasped by the common man. Co-

operation is a way of life and not a matter of admission fee or membership or account books. This way of life can be practised only if people assimilate its fundamental principles. This will be possible only if knowledge of cooperative principles are popularised on a wider scale. To this end, competitions such as these can go a great way, though by themselves they are not enough.

Jeep Mentality

The Prime Minister recently cautioned workers in the field of public cooperation against jeep mentality. He said that jeep was a good thing but if it created a superiority complex, it had to be discouraged. Public cooperation could be achieved only if the workers identified themselves with the people and not by going to them as superior persons. He also pointed out that the farmer should be the centre of the picture and ministers and officials should advise him humbly and not in a bossy manner. This is the crux of the matter. In administration, as in many other things, what matters is the method of approach. This is especially so in a welfare State. The old school of administrators hardly cared for the method. To them perhaps the end justified the means. It was a bureaucracy that ruled the country and bureaucrats had always a contempt for the layman. They had a poor opinion of the masses. One of the weaknesses of bureaucracy is that they hardly cared for the feelings of the masses. Now methods of approach count for much. In fact, it is a matter of basic importance. A good measure may be spoiled by bad approach and *vice versa*. But it is not an easy thing for the officialdom to shed the bureaucratic outlook and approach the masses in a humane and humble way. Habits die hard, especially in the East and the shadows of the police State have

not left us. Only self education and training can quickly change the old outlook. The Prime Minister also mentioned the danger of getting involved in paper work. The excessive importance attached to paper work is a legacy of the foreign Rule. The British Government was a government by stationery tempered occasionally by the loss of keys, it has been said. This stress on paper work during the British period is traceable to the commercial origin of that rule. Too many forms, too many registers and too much of detailed procedures generally smack of the Business House, especially a foreign Business House. With the advent of the welfare State, these things have to go. But in spite of more than a decade of Independence, these things are slow to go. Recently, a retired civilian observed that, at the present day, less attention is paid to achieving results and more attention to paper work. Officers are more concerned with drafting reports and have little time for field work or for contacting the people. The reduction of paper work is therefore a matter of utmost importance and Governments both Central and State, have to give serious thoughts to this matter.

Mobile Hospital in Rajasthan

The story of Rajasthan's Mobile Surgical Unit is a moving description of what dedicated individuals can do. Established in 1955, it has

been rendering cheap and useful surgical aid to the rural masses of the State. The Mobile Surgical Unit maintains a fleet of trucks and several other vehicles which carry a complete hospital out to remote areas. On tour, the hospital is set up in about a day and is fully equipped for performing major and minor operations. It goes from village to village holding camps, each of a month's duration. Hundreds of villagers are treated for various diseases. The doctors, nurses, ward boys and all others of the Mobile Unit work with a missionary zeal and face their task with light heart and a spirit of competition. Operation and treatment is absolutely free of charge to the patient. Medicines are also supplied free. Vitamin tablets, anti-malaria drugs, antibiotics and sulpha-drugs are kept at the out-door for distribution to patients who are not admitted for operations. In-door patients are given pyjama and kurta in summer and in addition woollen shirts in winter. Before discharge, each patient is thoroughly re-examined and advised. Besides lessening human suffering, the Unit has served as an effective media for mass education, eradicating superstitions and quackery and popularising modern surgery in the rural areas of the State. People forget differences of caste and creed and offer spontaneous help for making the camp a success.

Continued from page 12

could always be brought even from long distances to the work-site and turned into a variety of consumer goods, which could be distributed in the market directly or supplied to the manufacturers as components of an end-product. Mr. Murugappa

Chettiar stressed the advantages of small industries and said "the capital required was smaller and was generally manageable. Skilled labour was always available in plenty or could be trained in a short time.

What is Democratic Administration

KURIYANSON

There is a general tendency always to think that because the form of Government is democratic, the administration is also *ipso facto* democratic. This is a fallacy. For an administration to be democratic, it is essential that it should satisfy certain fundamental conditions. No administration can be called democratic unless these basic conditions are fulfilled. In the first place, a democratic administration is characterised by a wide dispersal of authority. In other words, there should be extensive decentralisation of authority. The location of power and the organisation of authority are of fundamental importance in a democratic administration. "I am convinced," observes Mr. W. A. Robson, "that excessive centralisation tends to produce some of the commonest diseases of bureaucracy; remoteness, inflexibility, insensitivity, ignorance of local conditions, procrastination, clumsiness and complacency." Decentralisation means, not only the devolution of power to elected people, but also the widest distribution of power among the large body of public servants. Power is like water. It cannot be concentrated. Like water, then it may become stagnant. It has to be spread over as large an area as possible, if it is to prove really beneficial. What is known as lay element in the population has also to be given a share in the administration. They may sometimes be able to give useful suggestions. Advisory committees, associate organisations, and similar bodies can be set up and the opinion of the lay element pooled effectively. Another hall mark of Democratic administration is that executive should be strictly amenable to public opinion. "Administrative power must be subordinate and submissive;

administrative power should not exist independently of political power—a Political party in power should not try to monopolise all the jobs or to exercise pressure on responsible civil servants." Administration should not assume an arrogant disposition. They should always realise that they are the servants of the people and the welfare of the governed should be their overriding objective. For a third characteristic of democratic administration, it should have wide contacts with the people. There is always the danger that when once power has been acquired the representatives of the people lose touch with the masses. A democratic administration has to be vigilantly on guard against this. Government policies should reflect the desires of the people and this is possible only if the administration keeps close contact with the mass of people.

A Democratic administration also should need a friendly attitude on the part of the officials towards the governed. In U.K. and other democratic countries, great importance is attached to the avoidance of arrogance on the part of officials and the cultivation of a friendly attitude towards the public. Says a writer, "The stress laid on the avoidance of arrogance and the cultivation of a friendly attitude towards the public are exactly the qualities which the ordinary English man regards as outward signs that the administration is democratic. It is the presence of such qualities which bridges the gulf between WE and THEY that often separates the Governors from the governed. The existence of such a gulf is opposed both to the interests of good administration and democracy." In most

of the newly independent countries which had just emerged from colonial bondage, the attitude of the bureaucracy has come in for serious criticisms. The bureaucracy ruled under the colonial regime and it has found it difficult to adjust itself to changed conditions. The common man has therefore a tendency to look upon bureaucracy with a certain amount of prejudice. But this is not a helpful attitude. It has to be realised that bureaucracy is indispensable to modern Governments. As a matter of fact, it exists not only in Governments, but also outside. It has been said that there are more bureaucrats outside Government, than inside. Institutions like banks, industrial and commercial concerns, insurance companies, professional associations and trade unions, have more bureaucrats than Government. Of course bureaucrats are not paragons of virtue. Like all human beings, they have their strong and weak points. According to Prof. Friedrich, the strong points of bureaucracy include differentiation of functions, qualifications for office, hierarchical organisation and discipline, objectivity of method, consistency involving adherence to rules and the exercise of discretion regarding certain aspects of Government. Similarly, the weak points include an excessive sense of self-importance on the part of officials or an undue idea of the im-

portance of their office, an indifference towards the feelings and convenience of individual citizens, giving too much importance to forms, procedures and precedents regardless of the fact how badly they may work in individual cases, a mania for regulations, preoccupation with the activities of particular units of administration and an inability to consider Government as a whole, and a failure to recognise the relations between the governors and the governed, as an essential part of the democratic process. There is no doubt, that their strong points far outweigh the weak ones. But all the same, much is made of their weak points and efforts are sometimes noticed in some quarters to discredit the institution of bureaucracy. This is not the path of wisdom. Bureaucracy has come to stay and what public opinion can do is to see that they work for the welfare of the masses without exhibiting their weak points. "We must seek to rather discover the methods by which administration can be made or kept democratic or more consistent with democracy. This involves a positive approach and not a negative attitude towards bureaucracy." Bureaucracy has to be judged by the way in which it exercises power and the objective for which it does so. This is of the essence of Democratic administration.

Administrative Chief

Leadership can be achieved only by a willingness to leave the execution of the job to subordinates in order to gain the essential freedom to plan, direct and coordinate which are the true functions of the highest administrative officials. If subordinates are incompetent it devolves upon the chief not to perform their work but to secure others who can.

Tourism in India

GENERAL K. M. CARIAPPA

It is not generally known by our people that Tourist Industry is one which does not require any big capital investment and yet which can pay high dividends to the country if it is properly planned and effectively executed. This is something new to our country. Some countries in Europe are very prosperous in this industry. Their governments have paid very intimate and sound attention to popularise tourism. India, blessed with some glorious man-made and God-given beauties, artificial and natural, has indeed a real diamond mine in this industry. I am very happy the governments of today, not only at the Centre, but also at the State levels, are giving a progressively earnest attention to this matter. With the establishment of a council at the Centre to promote tourism and its branches in the shape of advisory committees in all the States to improve tourist traffic, I feel our country is making a good beginning to encourage tourism as it ought to be done.

Two-fold Objective

Tourism embraces two sets of people—our own people of India and the foreigner. The object of encouraging tourism as I see it, is two-fold. Firstly, in so far as it affects our own people, it is to give them opportunities to see what wonderful things we have in our home—India. Things of cultural, educational, archaeological, aesthetic grandeur with a variety of fauna and foliage. It is to remind them of the glories of the past to inspire in them the spirit of not just living on the glories of the past but to live up to them adding more lustre to our heritage. This also helps to bring about the feeling of oneness amongst the 400 million people

inhabiting this land of ours to make them think in terms of India, as Indians at all times.

Secondly, tourism in so far as it concerns, the foreigner: Here let me be honest and not put second things first. That is to say that we want the foreigners to see our past culture, archaeology, natural beauties and man-made things, not merely to educate them in the glories of our country, but also, as I see it, the main aim is to attract foreign tourists in large numbers to come and spend their money on our soil and so help step up our credits in foreign exchange. This may sound 'mercenary' but it is a fact. This also helps foster closer and better understanding between the peoples of other countries and of our own which is a very desirable thing.

Courtesy of Tourists

Our own tourists know what to expect when they go on their 'tourist pilgrimages' but the foreigner does not. It is because of this that the present drive of the governments of our own country—the Centre and the States—styled "Tourist Courtesy Campaign," has been started. It is said that in a country whose people are steeped in qualities which used to be inherent in every Indian in the years gone by, should now be reminded to practise them when they meet foreign travellers. The people of India of the past had a great reputation for their hospitality, spirit of friendship, goodwill, courtesy and honesty, amongst travellers who used to come from far off lands. Some such travellers who have left a record of their impressions are Bernier, Fa Hien, Huien Tsang and Ibn Batuta and

many such eminent travellers. Alas! today, since Independence, I have found in our people a falling off in these very qualities which brought to our country a great name in the past. All these qualities are latent in us now. All that we have got to do is to bring them to surface.

The duty of getting foreigners interested in this young tourist industry in our country is the sole responsibility of the authorities at the Centre. We must have really well gotup pamphlets, literature, posters and so on, to be distributed amongst foreigners by our representatives in our diplomatic missions abroad. I have seen some of these pamphlets which I think have not been got up as they ought to be. In these pamphlets, posters, etc., there appears to be an overdose of our temples, mosques, gurudwaras, engravings and sculpture mainly and much less of the day-to-day happenings in regard to sport, amusements, festivals, frolics of the people and so on. It is not as if all foreign travellers who visit India come here to see our ancient sculptures, old forts and so on. Some people want to know what hunting they can get, what fishing, what sport and what kinds of indigenous entertainments by day and by night and so on. It is necessary every single Indian going abroad must be supplied with suitable literature with 'talking points' on tourism in India. These pamphlets, etc., must be automatically issued with the passports given to the people going abroad. Our own diplomatic missions should have specially selected and properly trained officers and staff in this subject. They should be supplied with attractive posters and literature and really good documentary films of all types of life and amusements in the country and of course, they must be provided with good sound projectors

to show them. In the offices of diplomatic missions abroad, there should be a room, fitted up as a small cinema hall where intending visitors could be shown films on any particular kind of subject they may be interested in. Whenever ships which pass through ports of call in India, passengers on such ships should be shown documentary films of India and also should be supplied with pamphlets and literature at the last port of call before the ship reaches India. At such ports of call there should be small tourist offices to tell the passengers something of India.

When a foreign traveller arrives in India by air, or by sea or overland, at the very first place of entry, there should be a well-staffed and well-organised tourist information office, pamphlets on tourism covering the following essential information :—

- (1) Climate.
- (2) Travel facilities.
- (3) Accommodation facilities.
- (4) What kind of clothes to wear in the country at various times of the year.
- (5) Currency rates of exchange.
- (6) Postal Orders for surface mail and air-mail and cable charges.
- (7) Precautions to take in regard to securing their personal belongings, food and liquid nourishments.
- (8) Medical facilities they can get.
- (9) Where to go and whom to see if they are in any kind of difficulty and so on.

As far as the States are concerned, all that I have mentioned above could be translated to cover their own respective areas.

When a tourist arrives, there should be someone at the station, etc., to tell him what mode of transport would take him to his place of residence, how much to pay the porter and the taxi driver. And speedy clearance at custom's offices. When he gets to his hotel, the manager or some senior official of the hotel to receive him, welcome him and after the usual routine at the reception counter is over, take him personally to his room, which must be kept tidy with flowers, papers, etc. The linen, furniture and bathroom must be clean and tidy. At the hotel, there should be information available to the tourist about places of interest, interesting people to see, local amusements and so on. They should know the names and addresses of the local guides.

Tourist Guides

It is very essential that we should have a large number of specially selected and properly trained guides, both young men and women. They should be able to speak simple English correctly as far as possible. They must be smartly turned out at all times possessed of good manners and courtesy. They must know all about the area in which they are working, in regard to distances, time and space, climate, means of conveyances and means of communications. They must be supplied small pamphlets I have referred to at the very outset on this matter, plus rates of exchange of the currency of the tourist's country, postage, cable rates, etc. It would be a very good thing if they could know just two or three words of the language of the tourist about greeting, please, sorry, you and so on. They must be people who do not indulge in too much talking or be too silent. They should never discuss political matters with the tourist nor ask personal questions of him. They should be punctual at

all times. Nothing must be too much for them in regard to their services to the tourist. They must ensure that the tips tourist may want to give to people who serve them are not unnecessarily big. They must as far as possible scrutinise bills from shop-keepers presented to the tourist, to see that charges made are not too exorbitant. They must warn the tourist about the customs and manners, food and dress habits relating to the local people.

They must ask from him what kind of people he would like to meet locally and should arrange such meetings whenever possible. Every effort should be made by them and tourist officials to see that tourists are not deceived, exploited or defrauded in any manner or means. Any such attempt on them would merely bring discredit to our country and indeed harm the development of our tourist industry. Good rest houses, hotels and car servicing stations are essential.

As for the people themselves, I think it should be a kind of drill with them that whenever they see an obvious foreigner looking a bit lost in their village or city, they should promptly go to him and introduce themselves and offer whatever help they can give. If possible, one should take him to one's own residence, introduce him to one's own families and friends and give him some food and offer such hospitality. Whenever possible making available one's own private means of transport would be much appreciated. Suggestions could be made to the tourist by private individuals in regard to visits to places of interest, marriage ceremonies, festivals and so on.

I am happy to know that there is a steady increase in the inflow of tourists to our country. Whereas in 1957, the total number of tourists

from foreign countries was estimated at about 81,000, I believe in 1959 nearly 100,000 visited our country the bulk of them coming from America.

Here are some small matters which must receive the attention of the authorities concerned :—

- (1) Every tourist should be issued with an identification card signed by a senior officer of the government to say that so and so from such and such country is on a visit to so and so. Whoever is shown this card must automatically give all help to the tourist concerned.
- (2) Customs and police authorities must have definite instructions that when a tourist produces an identity card, they must deal with him politely and complete the formalities of checking up as expeditiously as possible.
- (3) At various places of interest, there should be really attractive post-cards with pictures of that part of the country and postage stamps should be available on the spot; there should be post boxes where tourists could post these cards. There should also be some simple attractive souvenirs saleable to tourists at each such places. Small supplies of films for the most common cameras carried by tourists, small first-aid boxes, common medicines and bandages, should be available at such places.
- (4) There should be official traffic boards showing cost of food, etc., at all government halting places for tourists, displayed at prominent places.

Our students can be good 'guides.' Senior students should be given talks at least once a week or so in their schools and colleges on things of tourist interest in their own towns, villages and States.

Prohibition Checks

At 'Police Check Posts' where cars are stopped to carry out any "Prohibition Check", the passengers should be shown a card signed by some senior government servant with his office stamp telling them of the need for the check somewhat on the following lines :—

"You are now entering a 'Prohibition Area' where you may not be in possession of any kind of alcohol wine without a proper official liquor permit. Would you please help this person showing you this card by either declaring if you are carrying any liquor or not or by permitting him to look at your luggage as a formality to see if any liquor is being carried inadvertently"—or words to the effect.

These are only very few of the ideas which strike me in order to help ourselves to look after our tourists in such a manner as to make them feel "to go away a thousand times but to come back ten thousand times" thus enabling us to steadily increase India's revenue from our tourist industry to larger and larger figures every year, and also enabling the minds of peoples of foreign countries to meet our minds to ensure better understanding between foreigners and ourselves. A satisfied foreign tourist can be one of our best ambassadors abroad, and a good foreign exchange earning source. This can be done if only we plan the industry well and implement it efficiently. Courtesy Mysore Information.

The I.C.S. and the I.A.S.

(UNICORN)

III

The first and second parts of this article appeared in the August and September issues of the New Administrator respectively.

We have seen that during the British period, the I.C.S. officer did a good job. In the early days of the company rule, his work was mainly one of reclamation and restoration, following the anarchy in the wake of the disruption of the Moghul Empire. He did his work with firm and energetic hands and won the appreciation of the common man. Since 1857, when the Crown took over the government, they gave good government of their own brand to this country. One or two broad facts about the I.C.S. may be referred to here. One is that vast variety of duties, that they were called upon to shoulder during their career in India. With equal facility, they changed from the post of a Collector to that of a Commissioner for Excise or a Commissioner of Income tax or a Commissioner of salt revenue. They fared equally well as accountant generals as well as high court judges or as secretaries to Government. This is mainly traceable to their high academic attainments. They were the pick of the British and Indian Universities. A liberal education endowed them with the qualities necessary for the successful discharge of their duties. This was also Lord Macaulay's axiom. He stoutly maintained that a good university education would help to develop the intellectual and mental powers of an individual. Earlier, the Chinese who were the first to hold competitive examination for admission to the civil service of the country laid down knowledge of Chinese classics as an essential pre-requisite for a successful civil servant. Most of the civil ser-

vants during British days were not only capable administrators but also men of scholarship, who also made their mark in the field of literature. The second broad fact about them is their extensive touring. They were foreigners and they wanted to keep in close touch with the people. To this end, they spent a considerable part of their time outside their headquarters. Their tours were not mere rapid marches from place to place to fill their diaries or official records. The average Britisher loved out-door life and they moved from place to place at a leisurely pace cultivating contacts with the people and studying their problems and difficulties. In the early days of the company rule, this touring was the means by which they sought to endear themselves to the people. The common man came to look upon them as their providence. Often times, he waited to see the officer in his camp in order that he may narrate his grievances and get redress on the spot. All these may sound incredible at the present day when officers move so quickly from place to place without many people knowing about their movements. No doubt, much water has flowed underneath the bridge since and conditions have vastly changed. All the same, touring has not lost its utility value. Under a democratic form of Government, opportunities for close contact with the people such as is provided by touring, should be fully exploited. It may be argued that politicians move with the people in a democracy and they can function as the eye and ear of the Govern-

ment. This may be true. But it has to be remembered that for an objective study of any problem, the neutral public servant can be of much better help. The politician may not be able to command the objectivity and detachment which is possible for a civil servant. It is also possible for the common man who has no politics, to have greater confidence in the impartiality of the public servant. The general complaint during the post-freedom era is that officers do not spend enough time outside their headquarters and sometimes, they rely on politicians for information.

A major part of the efficiency of the civil servant has also been due to the elaborate training he had received both before and after entry into service. In the early days, not so much importance was given to this training because the administrative responsibilities of the East India Company were very limited. Wellesley was the first Governor-General to realise the need for elaborate training for civil servants. He wrote to the effect, "The civil servants of the Company are the ministers and officers of a powerful sovereign. They are required to discharge the functions of magistrates, judges, ambassadors and governors of provinces." He therefore, started the college at Fort William. It was placed under the control and guidance of a provost and a vice-provost. The vice-provost was to be a clergyman of the Church of England. He represented so to say the moral element in the institution. A three years educational course was drawn up. It was of a mixed and comprehensive character. It provided for instruction in liberal arts—modern history and literature, laws of nations, ethics and jurisprudence. The instructions were meant for broadening and liberalising the mind of the future civil

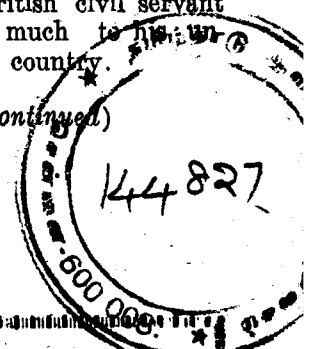
servant and quickening his imagination. The syllabus also included Indian subjects like Sanskrit, Persian, Arabic, etc. Besides, rousing the mental and intellectual powers of the civil servant, the college also improved this moral outlook to a considerable extent. The college did good work during the short period of its existence, but it was closed down and its place was taken by the Haileybury College in U. K. The Haileybury College trained the civil servants for the next fifty years. It followed more or less the same lines as those of the Fort William College. The trainees benefited much from both these colleges. It was not merely intellectually that they benefited but they gained morally also in an enormous way. The social life of the colleges helped the trainees to develop a community of interest and outlook. They developed a corporate life and a spirit of camaraderie. These stood them in good stead in the discharge of their duties in India. The system of training was later elaborated until ultimately it became a sound and efficient one to meet the new needs of new times. This pre-entry training was further consolidated during their inservice career. The civil servant always made it a point to learn as much as possible not only from his seniors but also by developing his powers of observation and by enriching his equipment through systematic reading. He was always filled with a sense of mission, namely, the mission of holding the Empire for the Crown and this provided him with a perennial stimulus to do better and better work. He led a dedicated life—dedicated not to service of the people of India, but to the service of the Crown. It is this sense of dedication that proved the greatest bulwark to the continuance of the British rule in India. It was this sense of dedication that enabled

1,200 British civilians to rule 350 millions of people from a distance of seven thousand miles across the seas. This is a rare phenomenon in history.

In spite of their wonderful efficiency, they laboured under one or two handicaps. One is the narrowness of their outlook. "They had great achievements to their credit in maintaining law and order and in dealing with revenue problems. Beyond these functions, they were loath to look. This narrow outlook was engendered in them, partly by the fact that in the 19th century, Britain laissez faire was the principle which had struck root." Apart from this, the civil servants by and large, concerned themselves only with measures that would keep the British hold on the country. Welfare measures to improve the general well-being of the people hardly came under this category. The next point about the Indian civil service is the racial feeling of its British members. No doubt, conquerors always looked down upon the conquered. In this case, the contempt was all the more great because the conquerors belonged altogether to

a different race. Britishers in those days believed that Indians lacked qualities required for administration and these qualities were the birth right of the English man. Even senior European members of the civil service formed a poor opinion of their Indian colleagues. They made it a point to declare that their Indian colleagues were distinctly inferior to them in point of energy, impartiality and driving force. Mr. J. N. Gupta, then an Indian member of the civil service, refuted this criticism. The initiative and driving force of an officer were testified to, he observed, by the schools and hospitals established, tanks excavated; village roads built, disputes between Zamindars settled by personal intervention and gangs of had-mashes broken up. "If such a test were to be adopted, I venture to say that those of us who have held charge of districts, will not shrink from a comparison with the record of any European officer." The racial outlook of the British civil servant had contributed much to the unpopularity in this country.

(To be continued)



Love of Power

Unfortunately after the attainment of Independence, love of power, caste, and communal feelings, provincial jealousies political expediency, and partisanship seem to be on the increase. In some parts of the country even administration suffers from group politics. Our provincial attachments which supersede even party allegiances remind us of primitive feuds. Each one of us will have to look within himself and rid himself of the torments of greed and ambition, false pride and group feeling. We have to build from within.

DR. RADHAKRISHNAN.

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Urbanisation and Corruption

(BEEYEN)

III The Psychology of Corruption

Corruption as an unethical social act, is invariably mediated through attitudes and consequently the study of the nature, development and modification of attitude is of fundamental importance to the development of a scientific approach to its analysis and the problems of its eradication. *Attitudes* have been analysed by prominent psychologists to be very similar to *habits*. According to H. J. Eysenck, "Attitudes and habits are both learned modifications of the central nervous system; both are dispositions to act which cannot be observed directly; both concepts are *hypothetical constructs* which require linking up with antecedent condition and consequent behaviour for their measurement; and lastly both denote *persisting state of the organism* which are a necessary but not sufficient condition for the evocation of any particular type of action." The basis of an attitude is learned behaviour in the sense that it represents a modification of the central nervous system. The attitude towards corruption and the actual act of corruption is further products of social conditioning that the individual undergoes in the performance of his roles in society. As Dr. Eysenck states: "Conditioning applies to the modification of behaviour through the influence of association or contiguity and is concerned largely with the acquisition of involuntary emotional responses and derives essentially from *associationist* theories of learning." Attitude towards corruption do not crystallize in a corrupt act in a given situation unless there is a situational pressure. An officer who

is otherwise upright and honest succumbs to the temptation when he is in debt or faces some pecuniary difficulty. The reference of the attitude towards corruption would thus be:—

- (a) Perceptual impacts on the individual of luxury and good living through ill-gotten money, city life and its pleasures and such variants;
- (b) Situational pressures either on the individual or family plane insecurity and frustrations in service, etc;
- (c) External inducement by interested persons.

Broadly speaking, the factor of urbanisation enters into the study of corruption in this manner of stimulating one or the other of above reference so that in regard to introverts and weak-minded persons their personality get fully conditioned by an attitude towards corruption. This reference-group attitude and behaviour inevitably draw both the individuals and groups towards what Dr. A. R. Desai calls aptly "*the upper class cultural configuration*" "which is predominantly hybrid, sophisticated, isolated from the masses, revivalist in essence, double-faced and basically combining the authoritarian upper class values with upper caste values of both capitalist and feudal India." This conditioning is largely the result of the perceptual impact but basically the attitudes have its variants according as the referents vary from caste or class with a distinct ethnic sequence about it.

Management and Productivity

Y. A. FAZALBHOY

The management in the private sector corresponds to the civil service in the public sector. Their responsibilities are more or less identical.

Industrial productivity is influenced by many factors. Some wanting cut-and-dry answers are prone to look at productivity merely from the accounting angle. They judge productivity by the output per worker or by the cost of production or by the amount of return on the investment, but the conclusions derived from such an appraisal cannot be really helpful. Productivity is what society gains from the best utilisation of many relevant factors such as organised production and distribution, a stable administration, health facilities, natural resources, transportation, science and technology. In fact, national productivity is closely inter-linked with the total thought and activity of the nation. It is the fruit of the entire resources of the nation. Productivity in any branch or unit is inseparable from national economy as a whole. In India, the Productivity Movement is closely linked with our Five-Year Plans, that is to say, the general aim of the country to raise the standard of living of the people. When we think of raising our living standards, naturally we think of raising the purchasing power of the people. Wages at once become important; wages affect the finances of the organisation and, of course, wages certainly create conditions conducive to improvement in productivity. The demand for higher wages in the expanding economy of India is quite natural. It is equally natural for a counter demand to be made for increased productivity to line up with increased wages. This is a fundamental point: if our economy is to

expand, productivity must keep pace with any wage increase.

In the Report of the Indian Productivity Team which went to U.S.A., West Germany and U.K. in 1959, it is stated:

"It is recognised that Capital is the basis of Productivity, but technical know-how is essential to its promotion. By technical know-how is meant the management's ability to initiate, to organise and to execute. This was illustrated by the low rate of productivity in some of the plants in under-developed countries where managerial efficiency was lacking, although the capital equipment there was as good as elsewhere."

Let us see what are the basic aims and problems of management and examine the relation management bears to productivity.

Aims of Management

The basic objectives of any organisation are generally governed by a desire for growth. Whatever may be the activities of an enterprise, its management functions are governed by certain fundamental elements. They are Planning, Organising, Integrating and Measuring (Motivating).

Planning is the first of these elements. Here the objectives are laid down and the policies and procedures to attain the objectives are determined. One has to have a clear vision of

what one wants to achieve and how to achieve it.

Organising is creating the structure for carrying out the policies and procedures to achieve the objectives. The total work to be carried out is analysed and described; the personnel for carrying out this work is selected and authority and responsibility delegated to each for carrying out his job.

Integrating is process of co-ordinating the efforts of individual workers in such a manner as to inculcate in them unity of purpose and the will to accomplish the goal. The individual should be inspired to discipline himself in team work, his personality and his creative abilities brought out.

Measuring is the process of taking stock of achievements in terms of the objectives. Plans may have to be altered or objectives modified. Decision-making is a process of management, but decisions are not to be made on a hunch. Facts drawn from correct and authentic record have to be analysed and studied with reference to existing conditions and likely trends. Measuring would also imply the laying down of standards of performance. This makes it possible for individuals to discipline themselves to reach and exceed the standards.

Very often, increased productivity is confused with increasing the output by a corresponding investment in money and men. What is wanted is higher production by better and more rational utilisation of the invested resources, men, machines and money. However, this may not always be feasible; investment in new plant and equipment may be

found to be necessary, purely in the interest of productivity either as replacements or to keep pace with the market. Market demands a unit at lower cost or we fail to enter into a market due to poor selling methods. In such cases, we may desire increased output at a lower cost.

A higher output at reduced cost of production may easily be achieved by reducing quality. Under the stress of circumstances, the temptation for management to use cheap materials or employ other means of reducing costs can be considerable. To adopt such a course is not to follow the path of growth and expansion through increased productivity. The problem of productivity from management angle really resolves on the need to balance quality and price at levels acceptable to the consumer. The following factors really influence productivity.

- (a) Optimum output per worker, through increased capital investment on equipment if necessary. Men and machine combined must yield maximum output.
- (b) Efficient utilisation of plant resources. Too small a plant for desired output or too large an installed capacity are both uneconomical.
- (c) Skill and health of the worker. Modern equipment demands skilled workers, each trained to operate his equipment satisfactorily. Plant and machinery undergo changes to take advantage of the progress of science and techniques. The worker also must be capable of adjusting

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Community Development*

The Philosophy behind it

Much has been said and written about Community Development which was started less than a decade ago. All the same, it is doubtful if many have realised its full implications, the conditions for its success and how vital its success is for national prosperity. One may get this impression from a perusal of the reports of study teams and evaluation organisations. Nevertheless, it is a matter of fundamental importance that efforts are intensified to bring home to the people as well as to the development personnel, the essential philosophy behind the scheme in order that public co-operation which is a basic condition for success, is fully harnessed. The term 'Community Development' is not the same as village uplift or rural reconstruction. It is more comprehensive. During the British period, the term 'Rural Reconstruction' was often used. Then the rural problem was not tackled as a whole. Only some aspects of it were tackled. The significance of the fact that rural problem is not a single problem but a bundle of problem and that all of them need to be tackled on planned scale was not fully appreciated at that time. Of course, a Police State was more concerned with law and order than with rural welfare.

But with the attainment of Independence, the outlook changed. Eighty-two per cent of the people in this country live in villages and it is an obvious fact that India cannot progress unless the rural folk also progress. This realisation dawned on the leaders of the country and the need for a comprehensive policy became clear. This is the

origin of Community Development. In the words of the author, "the community project in India is an effort of a peace-loving people to lift themselves as a community from darkness into light, from disease into health and from poverty into wealth.... The main purpose of the scheme is to rouse the people to a consciousness of their fundamental obligations as man...." During the two centuries of foreign rule, our rural folk has lost their ancient vitality and initiative and developed inertia. They looked upon the Government for everything and thought that they were helpless in the face of Karma. They developed a dependent outlook and a sense of resignation. Now the philosophy behind community development is designed to change this outlook, make the people realise that they can succeed only with their own efforts and that Governments are there not to confer gifts on them and for them to receive but only to assist them to help themselves. Unlike previous efforts in the sphere of village uplift, Community Development is essentially and fundamentally a peoples' movement. It provides unfettered scope for the people, the Government's role being confined to that of a friend philosopher and guide. This basic fact has to be borne in mind by all.

How to make it a peoples' movement is the next question. This is a difficult job. During the British period, the villager always looked with suspicion on the Government. He knew that a foreign Government was not interested in his welfare and that they were there only to exploit him. He therefore kept

* Community Development in two Volumes by Shri S. K. Dey, Minister of Community Development, Price Rs. 7-50 each. Published by Kitab Mahal, Delhi.

aloof from the Government and did not trust it in the least. Though the Britisher has left the outlook which the villager had developed under that rule, still persists. And this outlook is the greatest stumbling block which uplift personnel have to encounter. His suspicion has to be removed, his outlook has to be orientated and his initiative has to be stimulated and harnessed. This is the crux of the responsibility of Community Development personnel. How to achieve this? It is obviously impossible to go about to each and everybody and persuade them. It has to be done mainly through peoples' organisations. In ancient India, Village Panchayats provided the necessary forum. Now also, there are village panchayats and with democratic decentralisation, more and more powers are being devolved on them. But there is scope for other organisations also. According to the author, the Community Development Programme visualises complementary functional organisations at the village level. Associate organisations can be formed in every village, and these may include women's organisation, boys' organisation, youth organisations, workmen's club, etc. Only through such organisations is it possible to tap fully the manpower in the village. At the same time, it has to be ensured that these organisations do not come into clash with one another. The term 'Community Development' stresses the important role of the community and it is therefore very essential that all possible steps are taken to ensure the participation of the entire community in a village. Of course, there is no minimising the magnitude of this task. To transform an inert mass of people steeped in ignorance and squalor and corrupted by a fatalistic outlook is indeed a difficult job and it is here

that the personality and resources of the Block Development personnel come in.

In the last resort, the success of the entire scheme depends on the enthusiasm and equipment of the Block Development Officer. He is the man on the spot. He is the key-stone of the arch. Just as in British regime, the Collector was the pillar of the administration, the Block Development Officer is the main pillar of the Community Development administration. He should for this reason be a person fully equipped for the purpose. First he must have complete faith in the programme. Faith is the stimulant that drives man to greater and greater efforts. It is the "spur that goads man to scorn delights and live laborious days." Without faith, nobody can do real work. The work turned out by one without faith may prove eyewash or whitewash or varnish or veneer. Faith in this matter consists in the conviction in the nobility of the goal, in the soundness of the means adopted and in the beneficial results that would accrue from the success of the undertaking. Next to faith comes team spirit on the part of the block development staff. This is a basic condition for success. Days were when a superior officer thought that he should keep aloof from his subordinates that his business was only to issue orders and that if results were not achieved, the fault was with the subordinates and not with him. This attitude was allright in a Police State. There, the Government apparatus was intended to train officers as to how to keep down the people, and not how to promote their welfare. Now, the objective of the State is to promote the welfare of the people, and to this end, every officer has to realize that he is a missionary in a common cause in which others are

his partners. He has to remember that he and his team of subordinates are comrades in a common cause. Thirdly, he must have a sense of service. Service to the people is service to God. This must be his motto. And in serving people, he should take care to see that he does not drive them but only lead them. The encouragement of selfless leaders is an important responsibility of the development staff. In a peoples' movement, success ultimately depends on good leaders. Bryane said that with good leadership, anything was possible in an Indian village. So, the Block Development officer and his staff should do everything to promote good leadership. Only good leadership will ensure the stability of the movement. In selecting leaders, care has to be taken to consider their outlook, mental equipment, their sense of service and their willingness for sacrifice. Extraneous considerations like caste or community, religion or region, should have no place in the selection of leaders. He has also to see that women are brought in to assist in the work. Nine-tenths of rural life is controlled by women and they, therefore, hold the key to rural progress. Their larger participation has to be made possible.

The general feeling has been that the progress so far made has been slow and not commensurate with the money spent. This has been the trend of criticism both in the press and on the platform. It is pointed out that the outturn has been poor and that public cooperation has been lamentably wanting in many places. The responsibility for these has been placed at the door of the Block Development officer. It is said that many of them are not fit for the job. One report has pointed out that further progress in the field should be slowed down in order to enable the right type of people to

come up. However, it is necessary to take steps to improve equipment of block development officers. Many of them, no doubt, lack experience but this can be made up by proper instruction. Refresher classes at frequent intervals, training courses and above all, the provision of topical journals and books are some of the ways by which the equipment of the block development officer can be improved. Now, it appears that even when topical journals are recommended by State Governments Block Development officers are indifferent to getting and making use of them. Many of them are new recruits and they seem to think that their official advancement can be achieved by other means that honest and hard work. This alone can explain their indifference to instructions to purchase books or journals suggested by State Governments. This educational aspect of the development staff needs the active attention of the Ministry of Community Development at the Centre. It should be their responsibility to provide more and more facilities for the block development staff to improve their equipment. During the last war, the National War Front at the Centre purchased propaganda books wholesale and supplied them to States. This enabled the propaganda staff to improve their equipment and do better justice to their work. Some such steps have to be taken by the Centre. They can arrange the supply of topical books and journals to development staff in all the States and meet the bill for the same. They can deduct this amount from the allotment they make to the States. Now, the position is that the States plead that they have no money and the Centre thinks that the matter is outside their province. And Block Development officers are indifferent. If this state of affairs continues, there is little pros-

pect of improvement. There should be perfect integration of control at the top, that is at the Centre.

Mr. S. K. Dey, the author of the volumes under review, has been associated with the Community Development programme from its very inception. His enthusiasm and unflagging energy in the cause of

rural uplift are well known. The present volumes bear ample testimony to it. But the enthusiasm of a single individual cannot take us far. The man on the spot must be enthusiastic and his equipment must be up to the standard. To this end, the Ministry of Community Development has to strive hard in a planned way—K.

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himself to the constant changes. He must, of course, be in good health.

- (d) The attitude of management towards new ideas. The traditional is not always the best form of management. Management science and technology are moving fast. There has a great deal of progress in plant layout, material

management and inventory control, etc.

To summarise, Productivity is very intimately linked up with the building up of an efficient management team within the organisation. The challenge to the nation's wealth producing institutions and to the managements of those institutions is really the challenge of the times. Success lies planning wisely, organising wisely and motivating wisely.

Heads of Technical Departments

M. G.

It is a widespread misconception that heads of technical departments need not be conversant with the general principles of public administration. No doubt, the Chief Engineer or the Director of medical services or the Director of agriculture, is expected to be well grounded in the technical side of his department. But it is equally important if his department is to work efficiently that he should be conversant also with the general principles of public administration and office procedure. Administration does not fall into different classes. In the words of a well known author, there is a unity in the process of administration. The basic principles of administration whether it is technical, municipal or national, are the same and to put administration into different categories is to make a distinction which does not really exist. This is often forgotten by heads of technical departments. They labour under the delusion that so long as they are allright with the technical side of their departments, there is nothing to worry about. As a result of this delusion, there were cases in which the administration of technical departments suffered and some of the State Governments were obliged to put I.C.S. or I.A.S. officers to be in charge of them. In the recent past, in one of the States, an I.A.S. officer has been appointed as Director of Public Instruction. In another State sometime ago, an I.C.S. officer was posted as conservator of forests. Similarly, an I.C.S. officer was an Inspector-General of Police. In some States, heads of the agricultural departments have been or are I.C.S. or I.A.S. officers. No doubt, the practice of ap-

pointing civil servants as heads of technical departments is open to criticism and Government do it only as a last resort. If technical officers interest themselves in the study of public administration, there will be no need for Governments to seek civil servants to man headship of technical departments. Of course, nobody can underrate the importance of technical knowledge for technical men but without a sound knowledge of administration, they may not be able to produce adequate results. Administration is a basic necessity in any sphere of work. Without it, no organised work is possible. If heads of departments take the trouble of acquainting themselves with the broad principles of administration, then they are sure to prove doubly efficient. If on the other hand they are at sea with regard to general administration, their weakness in this direction is likely to be taken advantage of by their subordinates with adverse consequences on efficiency. There is a general impression that in many technical offices where the heads take little interest in administration, the ministerial staff holds the key. Such an office cannot be efficient because efficiency is partly conditional upon the confidence of the subordinates in the superior ability and efficiency of the head of the office. If the head of the office has all the ropes in his hand and he is able to play his cards skillfully, then that is the greatest stimulus to the efficiency of the subordinates.

All these not, however, mean that heads of technical offices or departments should undergo a course of

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A Notable Administrator

Lessons from the career of Sir Thomas Munro

G. K. T.

The British rule has ended and some of the most notable administrators who have done yeoman service to the masses in this country have passed away. But in spite of altered conditions and changes in the administrative setup, the career of some of them provide ample guidance to civil servants of the present day. Sir Thomas Munro belongs to that class of public servants whose life and work should form a source of inspiration to the present generation. Munro joined as a cadet in the then province of Madras in 1799 and became the governor of the province in 1819. As his biographer observes, his career has an important lesson, namely that "there is no prize beyond the grasp of talents provided it be accomplished by industry and strictly honourable conduct." Hard work was a major contributory factor to the successful career of Munro. He rose early in the morning and worked with brief intervals till late in the night. He was very economical of his time and packed into it an unbelievably tremendous volume of work every day. He not only concentrated on office files, but also spent a lot of time in moving freely with the people. His easy accessibility endeared him to all people. He also learned the native language and this gave him an insight into the character and outlook of the people. He realised that there was more than one advantage in learning the local language. It enabled civil servants to understand the people more intimately. It also evoked the respect of the people. It further inspired the confidence of the masses. He stressed as an administrator that no man should get

the charge of a district as Collector who does not understand the language of the people. The more Sir Thomas Munro moved with the people, the more he came to love them.

His ideas on public administration though formulated more than a century ago, have not lost their relevance today. He was a great lover of the Indian peasant. While it was the fashion in those days to decry the peasant as lazy and improvident, Munro appreciated his good qualities. The peasants, he once said, owed their poverty to the Government and not to their idleness or to the sun. He was also a great believer in village panchayats. He was against transplanting Western Institutions to India. He always emphasised that it was better to promote indigenous institutions. He condemned the western judicial system which the rulers introduced in this country in the following words. "The influence of the judicial system has been very prejudicial to the internal administration of the country both among Europeans and natives. It has thrown almost the whole of it into the hands of judges who knew little of the natives because they have little communication with them except in the Bench. It has compelled those Collectors who would wish to protect the ryots against the extortion of zamindars and rentiers to look on quietly because by law redress can be given only by the courts of justice to which the ryots cannot afford to go. It has enabled those Collectors who are averse to every business but amusement to refuse to hear the complaints of the ryots and it has left the ryots in a worse position than

under any native government completely at the mercy of the rentiers because the court cannot give and the collectors are prohibited from giving relief." The judicial system established by the British was very costly and he was for sparing the ryot unnecessary expenditure.

Munro was equally vigilant in ensuring the integrity and efficiency of his subordinates. According to him, "there is no office, however, subordinate in which the conduct of the person holding it has not some influence on the comfort of the people and the reputation of the Government." He always insisted that power should be exercised for the good of the people and that private convenience or interest should never be allowed to stand in the way of an officer discharging his legitimate duties properly. In those days of racial exclusiveness, Munro insisted that Indians should be allowed a

greater share in the administration of the country. To exclude them from the share in the governance of the country was, according to him, to demoralise them. As Governor of Madras, he constituted a committee to train Hindus and Muslims for Government jobs.

He never hankered after promotion or official advancement. It came of its own accord. He was concerned only with doing his job to the best of his ability. He lived his life to promote public good and in this, he succeeded to an extent to which few of his contemporaries have succeeded. He loved the masses and their backward condition wherever he went, provided the necessary impetus for his unflagging industry, unremitting perseverance and hard work. These have enabled him to leave his foot prints on the sands of time.

Bureaucracy

The stranglehold of paper implies what so many people feel that bureaucracy is today our master instead of being our servant. This arises from administration being considered as an end in itself rather than as a means to an end.

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training in public administration. What they can easily do is devote sometime to reading topical books and journals on general administration. No doubt, many of them are doing much to improve their special knowledge, but side by side with that, they can do some reading to improve their knowledge of general

administration and current administrative problems. Both kinds of knowledge are necessary; one is a complement to the other; one cannot be complete without the other and heads of technical departments cannot do full justice to their work without both.

Rambles in Officialdom

(CANDIDUS)

VII. On Promotions and Reversions

There are many rules, procedures and conventions for promotion, but only a very few for reversion, which is of a summary nature, in the government service, in Bharatania. Promotion here is not an advancing farther in the field of service, but is more like climbing up, rarely a method of competition, but as a set of persons one below another all on the same ladder as it were. Reversion, is falling off the same, and in this act, none in the lower rungs are affected. A helping hand from above as well as your own push can contribute to your climbing up surely, just as kick from above or your failure to catch up the game may cause your downfall; any talk of your merits, hard work and things like that may not help you, particularly once you have been pushed down. You have to start the process all over again. Let it be understood that we are now in the serious subject of virtual promotions and real reversions and not one of those cases of stopgap arrangements of pure leave vacancies where local arrangements are made for a short period the duration of which is known. Let us take the cases of promotion after 'due consideration' as they are called in official parlance. When a reversion is ordered in a case of this nature after some period, it is certainly done on other 'considerations'. It is not without some forethought they chose the word 'Reversion' in preference to the more natural one 'Demotion'. Has not one heard of an officer reverting to his original post and department after his services were lent to some other department of government, sometimes even without additional benefits in pay and other matters? Reversion, it is con-

tended by officialdom, is a harmless process—a matter of changing over from "AT-TEN-SHUN" to "As You Were", as they call it in physical training. As an expressed view of the authorities, which may sound ingenuous, reversion is ordinarily no punishment. I am deliberately saying 'ordinarily', as no promotion is made at one stroke of the pen; there is what is generally called a period of "Officiating" or "Probation"—a very vulnerable period indeed wherein you are supposed to be watched by the powers, that be for your suitability for being confirmed in the promotion, and if you do not "make good" herein it is as easy for them to revert you as it is for a new born duckling to take to water. An experienced officer in Bharatania used to label these as 'kutecha' and 'pukka' periods; but there is one important difference between natural ripening which can occur only once; but officially you can be discarded as being unripe (or not worth ripening) and again taken after some time for being ripened again. And though promotion is usually done after a lot of ceremonies, like examining the confidential records of the concerned officers and calling for special reports and things like that, reversion is usually done on the whims and fancies of a single officer, very often dittoed by the one higher up. Some one has had the bitter experience—like the monkey on the greasy pole in the problem—of getting promoted twice and reverted twice; and he had to leave it off as a useless affair and not worth the trouble of appealing for a redress.

Is promotion such a weighty problem, one is inclined to ask? And is the yard-stick properly applied in all cases as professed? Is it so difficult to determine the suitability of one for promotion before—let me repeat BEFORE—one is promoted? True, it is that no one should be promoted if he is definitely unsuitable for the same. But is every case one of a doubtful nature as to require a period of prolonged observation or apprenticeship before confirming the promotion? And are there and definite rules about the methods of observation—nay, the suitability of the observer himself for sitting in judgment over the matter? Is any officer confirmed in a particular grade (and himself officiating in the higher one) suitable for judging the stability or otherwise of another for permanent promotion to that grade? Plainly speaking, it is not that this so-called suitability consists in that it suits government to promote the officer concerned, and not that he is particularly fit in all respects for the higher post? If fitness for the post he is holding, is the prime concern of the government in respect of any officer, are there any such periodical observations made as a matter of routine at subsequent dates? Apparently the policy of the government of Bharatania is content in the belief that once it had promoted one of its officers substantively to a higher post, he is IPSO FACTO fit for the same, unless in proved cases of grave misconduct or gross inefficiency. Let us make no bones about it; let there be no hypocrisy about giving one a chance to prove his fitness for the higher post or service and all that. The crux of the thing is that the matter of promotions and reversions is a weapon in the armoury of officialdom to be used against the subordinate, when thought fit by superiors during

his most vulnerable period—viz., the period of his probation or officiating in a higher post. It reduces promotion to the status of a mere favour, and reversion to a rebuff, that after everything said and done, the affected official is only a subordinate; the question of merit—true merit and capability to hold the higher post—is at best only a secondary consideration, as merit and capability are nowhere unless they are recognised. One can understand such a position in private service where one holds a post only under the pleasure of the boss. But certainly in public service, there should be more rational standards of judgment. Cases are on record of men reverted after prolonged periods of officiating in higher posts to their substantive ones. It is also a sad commentary on the law of the land of Bharatania that there is the quibble that no one can have a claim to a higher post unless he has a lien thereon, i.e., he is made permanent; and during the period of officiating it is just like a master-servant relationship in private service. No wonder, therefore, if power-conscious superiors exercise the worst form of tyranny, they are capable of—even holding out threats to the underdog that he may be reverted if he does not 'make good' which in plain language means that if he does not know how to toe his line. If the rules of promotion are altered to show that every case of promotion is one of pure selection as it is about some of the topranking jobs, nobody can have any quarrel! Yet promotion is not always so difficult as would appear from the above. If you are lucky enough to have some superior officer in your favour, everything is fair and smooth sailing. Your sins, real and imaginary both, may be washed

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For an Administrator's Notebook

Human Relations

Administration is the last resort in a question of human relations. What are the essential points to be borne in mind in the matter of human relations? A recent author says, we must learn to live cooperatively and spells out seven specific training needs, to achieve this. These are: 1. Employees should acquire a mature understanding of themselves. They should understand their needs, motivations, interests, limitations and goals. 2. They should develop an attitude of acceptance, love and respect for others. This is the foundation on which right human relations have to be built up. Egoism is a great enemy of good human relations. Similarly, tolerance is a necessary element in it. 3. They should develop a dynamic attitude towards life. Life is changing and they should always be adaptable. They should acquire the habit of looking at every experience as an opportunity to learn and should become skilful in learning from it. 4. They should learn to react to causes and not to symptoms. Solution of problems lies not in symptoms but in causes. 5. They should make full use of their capacity. Every person has talents which if fully used will contribute to increase his own well being as well as the well being of the society. But many, however, do not make full use of their abilities. This should not be the case. 6. They should strive for improving their equipment by enriching their knowledge and acquiring new ideas.

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white and you may not only be confirmed in the higher service, but may be even given a special sinecure post in the high administrative office, where the din and turmoil

7. They should also know the society to which they belong and should have intimate knowledge of the various elements constituting it. In a Democracy, people rule and intimate knowledge of the people is necessary, if one is to do his duties properly.

Employees' responsibilities

In some of the business organisations in western countries, articles of faith, so to say, are drawn up for the guidance of employees. These articles include among other things, "we believe that our first responsibility is to our customers. Our second responsibility is towards those who work with us. Our third responsibility is towards the management and our fourth responsibility is towards the society in which we live." No doubt, these articles of faith are intended for employees of commercial organisations. But they are adaptable to employees in the field of public administration. A public servant's first responsibility is towards the public. His next responsibility is towards his masters—the Government. His third responsibility is towards his colleagues or fellow workers and his last responsibility is to himself.

The Art of Administration

Administration is a long and slightly pompous word; but it has a humble meaning, for it means to care for, or look after people, to manage affairs. *The administrator is a servant and not a master.*

of fieldwork is not there. The standard by which you are judged depends upon the judge himself.

Random Topics

Impressions of an Industrialist

Edwin H. Schmitz writes:— During a recent tour of the Punjab, I was struck by the tremendous expansion that is taking place in the sphere of small industries. In the course of a few hours, one can visit factories manufacturing parts for diesel engines, nails, cycle components and spare parts for hosiery manufacturing machines. Most of these factories did not exist five years ago. In fact, some of them went into production in the course of the last few months. Some are pioneers in their fields. The products they manufacture were not made in India at any time in the past. The men who run these factories are in their late forties. Irrespective of their age, they are filled with enthusiasm and are aware of the vast potentialities offered by the new India, which has entered a rapidly accelerating phase of industrialization. Industrialization means more jobs, better paid jobs, better living conditions, a bigger market. In the last decade, India has made a great deal of progress in the field of industrialization. In the 21 months, I have spent in India as the chief of the Industry Division of the U. S. Technical Cooperation Mission, I have had opportunities to travel all over this subcontinent. The overwhelming impression made upon me during my travel was the tempo of change. In Madras State, a common sight, as one drives along the fine, well-maintained roads, is of bands of energetic young men placing mammoth high-tension electric towers in position. Madras leads in rural electrification. Villages where activity came to a more-or-less complete halt at dusk now have electric lights illuminating their streets. Electri-

city makes it possible for children to study their books at night—with ease. It enables a farmer living in a remote village to listen to his radio. It means an irrigated farm, producing three good crops in a year instead of an uncertain one as in the past. The rapid expansion of electric power generation facilities is an essential prerequisite for large-scale industrialization. The Indian Government rightly attaches the highest priority to augmenting the country's power resources. The installed power generation capacity at the end of this, the final year of the Second Five-Year Plan, will be more than four times that at the time India attained independence. The Third Five-Year Plan envisages a further doubling of the installed capacity. One of the biggest projects we have worked on is the large 250,000 kilowatt thermal power station at Chandrapura. The United States is meeting the entire cost (Rs. 34.8 crores) of the plant through loans from the Development Loan Fund and out of the sale proceeds of agricultural commodities supplied to India under Public Law 480. Another major source of electric power in Northern India will be the Rihand hydroelectric project in Uttar Pradesh. It will initially produce 250,000 kilowatts of power, which will make possible, among other things, the production of aluminium on a large scale. Ultimately Rihand will generate 300,000 kilowatts. The U.S. is meeting nearly 40 per cent of the total cost of the project.

German Agriculture

Germany is mainly an industrial country, but agriculture is also an important part of the economic activity of the nation. Great attention

has been paid to the development of agriculture during post-war years, this being considered an essential aspect of the social market economy in the Federal Republic. West Germany began her reconstruction programme with what was left to her. But thanks to the will and industry of the people and the efficient administration of economic affairs, admirable progress has been achieved during a short span of time. About 14.3 million acres of land in Federal Republic are being utilised at present solely for agricultural purposes. This is 58.2 per cent of the total area of the country. 14.7 per cent of the country's population is engaged in agriculture. Farmers are generally the owners of the land. German food production covers about 75 per cent of domestic requirements. Agriculture, as a whole, contributes approximately 10 per cent to the national income. Agricultural production in Germany follows a definite pattern. Animal production predominates. Meat comprises 40 per cent of the total output. Milk production covers almost 25 per cent and cereal production accounts for only 10 per cent of the total value of the output. West German agriculture presents some structural problems. It is characterised by small farms of less than 17 acres which are split up in widely scattered plots. On July 8, 1955, the West German Parliament passed a general Agricultural Act, which became effective in September, 1955. The main objectives of the Act are to achieve a reasonable standard of living for the agricultural popula-

tion and to allow the agricultural sector to participate fully in the general development of the economy, to increase agricultural productivity by all possible means, to stabilize agricultural prices as much as possible and to secure a regular food supply at prices which allow the lower income groups of the population to buy food products in sufficient quantities. As a support to agriculture, the Act recommended measures in the field of trade, taxation, credit and price policy. Aid is given to agriculture with a view to raising productivity, to facilitating the structural adaptation of the agricultural production according to economic necessities and to making agriculture strong enough to withstand competition in the international market. Much importance is attached to structural improvements such as land consolidation, water control, land drainage, irrigation, coastal protection, flood control in alpine areas, resettlement of refugee farmers, and the promotion of agriculture in the less developed areas of northern Germany. The State provides a number of credit and taxation facilities to agriculture. Normally, the farmers borrow from the rural credit cooperatives, which do their business under the title of "Rural Credit Associations," "Savings and Loan Bank," or "Raiffeisenbank," so named after Friedrich Wilhelm Raiffeisen, the founder of the rural co-operative movement. Agriculture credit is also available from the central institutions of the rural credit co-operatives.



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