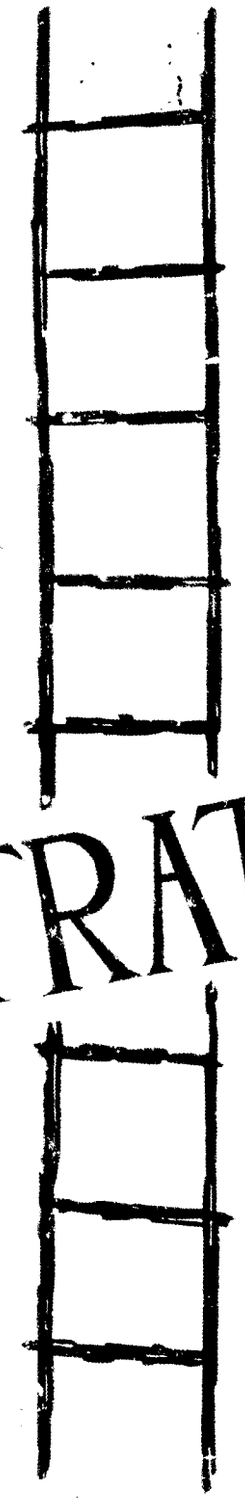
THE NEW ADMINISTRATOR



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THE
NEW ADMINISTRATOR

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CORRESPONDENCE WITH GOVERNMENT OFFICES

It is common knowledge that correspondence with Government offices has become a difficult thing since Independence. It is a fashion now to talk of this in streets or bazaars, clubs or reading rooms, public resorts or restaurants. One may put in a petition and may not get a reply for months on end. An agriculturist, may ask for some concession allowed by the Government but he may not get it in time. A Businessman asks for a permit and unless he follows it up at every level sometimes with the backing of a party politician, he may not succeed at all. A publisher says that he has supplied goods and sent a bill. Six months and five reminders have not brought him the amount. And in this endless way complaints are continued to be made even after more than a decade of Independence. From this one must not get away with the impression that such things never occurred during the British rule. Administrative delays were by no means absent then. But the difference is that broadly such delays occurred only in important matters and not in routine things as now. At present delays are most abnormal in routine things. Simple things which can be finished in a week or ten days now take months. One cannot understand how the settlement of a bill of something like Rs. 10 or Rs. 15 has to wait for months. One cannot understand how a routine enquiry seeking some information or clarification has to wait indefinitely for an answer. This is what irritates the common man. This is what creates prejudice in his mind against the administration.

Such delays and unbusiness ways are often the result of a combination of causes. Firstly there is the lack of experience on the part of those who man the lower rungs of the ladder. Many of them, because of their lack of experience may not know how to deal with a paper. So they bundle it up waiting for some day on which they will be obliged to unearth it. Those who supervise their work are sometimes no better. It may prove a case of the blind leading the blind. Even when the supervision is efficient those below may not respond quickly enough, because during their student days they were not accustomed to hard work and this easy going nature has outlasted their educational career. Fear of punishment is an incentive to hard work and it is doubtful if this fear today exists in a large measure anywhere among public servants.

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The tapal system does not seem to function satisfactorily in most offices. One proof of this is that sometimes when you put in a petition or send a bill and follow it up with no less than five or six reminders you would be told to your surprise that neither the original paper nor any of the reminders had been received or was traceable. You may not have this experience with a private organisation. Ten to one they will never say that they have not received a communication or a communication was not traceable. How can papers sent to a Government office alone be lost. The word 'not traceable' is found only in the dictionary of public offices.

Thirdly there is lack of enthusiasm on the part of the presiding officer of the department or office. If he is a technical man he thinks that office routine and despatch of office business are none of his concern. If he is not a technical man he thinks these things are beneath his notice. They are too small for his attention. Writers talk of isolated bureaucrats who are cut off from the main stream of their office work and sit in an ivory tower like Greek Gods of old. It is well to remember that during the British days a senior I.C.S. Collector with more than fifteen years' service can be seen poring over the personal registers of clerks burning the midnight oil. Those days are gone. Now everybody wants to do as little work as possible and get as much as possible.

It is therefore a matter of utmost importance that more attention is paid to this matter so that quickness in the despatch of business is ensured in public offices. Mr. A. D. Gorwala suggested sometime ago that the head of an office should be made responsible for the delays in his office. This must be done as a first step. It is also for consideration whether each State may appoint an Inspecting officer with a squad attached to him. He may be of the grade of a member of the Board of Revenue and may be empowered to descend upon any office without notice. He should be attached to the O and M Division in the secretariat and should be an *ex officio* Secretary to Government. Alternatively the secretary to O and M Division may be made the Inspecting officer. Posts are now created for lesser purposes. There is no reason why for a matter of fundamental importance namely improvement in the despatch of business cost should be counted. It is also necessary that annual inspection of subordinate offices by superior officers is made more effective. It should not be looked upon merely as an annual farce.

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News and Notes

Posts and Telegraphs

The Indian Postal and Telegraph Services are over a hundred years old. The first telegraph line was laid in 1839 and the first postal stamp was issued in 1854. The first telephone in India was installed in 1881—within five years of its invention. Thus, in the field of communications, the country had a good start but in the further advance of telecommunications and in the expansion of the services within the country, the pace of development was slow in subsequent years. Since Independence, there has been a remarkable expansion of postal facilities, particularly in the rural areas, introduction of new technological devices in the tele-communications system and substantial growth of telegraph and telephone facilities. As against 20,240 post offices in 1948, the number at the end of the Second Plan is expected to be in the neighbourhood of 75,000, a large majority of these in the villages. Another 20,000 post offices will be opened during the Third Plan. The number of telephone connections during the same period has risen from 1.15 lakhs to 4.75 lakhs. An additional 2 lakh connections will be provided during the Third Plan. The Posts and Telegraphs Services are the second largest nationalised undertaking after the Railways and provide employment to nearly 3.4 lakh people, including extra-departmental employees. The expansion of the postal facilities in the rural areas can be seen from the fact that 2.4 lakh villages now have the facility of receiving letters once a day. Another 3 lakh villages have two or three deliveries a week. Of over 1.5 lakh letter boxes in country, more than two-thirds are in the rural areas. Since 1953, new post offices have been opened in villages or in groups of villages, within easy distance of each other, with a population of 2,000 or more. Many of these have been opened even if their running has not been fully economic. There has been further liberalisation in the last two years in regard to the opening of new rural post offices. Similarly, the telegraph has been carried into country-side. Almost all the district and subdivisional towns and a number of tehsil towns have been provided with telegraph offices. Some idea of the large volume of work done by the Posts and Telegraphs Department can be had from the fact that every day some 11 million postal articles are transported from place to place. Nearly one lakh telegrams are handled per day and over 80,000 trunk calls are put through.

Shipping Industry

Twenty-five ocean-going ships, with a total tonnage of 1,22,633 G.R.T., came under the Indian flag in 1959-60—almost the same tonnage which sailed under our flag at the time when the country became independent in 1947. The total Indian tonnage is expected to be a little above 9 lakh tons at the end of the Second Plan—6.13 lakh tons in the coastal trade. Taking the two Plan periods together, this will mean a rise of about 5.1 lakh tons. During this period, nearly Rs. 73 crores have been spent on the development of shipping. In the Third Plan, an additional Rs. 55 crores have been provided for development of shipping industry. Besides, about Rs. 4 crores will be available from the Shipping Development Fund and the shipping companies are expected to provide Rs. 7 crores from their own resources. In March 1959, a Shipping Development Fund was created to provide a permanent source of rupee finance to Indian Shipping Companies for the acquisition of ships. Two Corporations in the public sector, the Eastern Shipping Corporation and the Western Shipping Corporation, set up in 1950 and 1956 respectively, have now a fleet of several ships for cargo and passengers. A beginning has also been made with the purchase of three tankers to build up an Indian tanker fleet. In future, tankers are to be acquired only in the public sector. Indian ships now carry about 10 per cent of the country's foreign trade. In 1958-59, Indian ships operating in the overseas trades, earned Rs. 24 crores in freight. A committee, known as the Shipping Co-ordination Committee, has been in existence for over two years now to secure better liaison between different Ministries and Government organisations on the one hand, and the shipping interests on the other. Under the provision of the Merchant Shipping Act, 1958, the Government set up early in 1959 the National Shipping Board to advise them on policy matters relating to shipping and its development. The Hindustan Shipyard at Visakhapatnam during the course of its career, of thirteen years, has built 28 ships, most of them large ocean-going cargo vessels.

The Unemployed in Villages

Before long, pilot projects are expected to be launched in selected areas in different States where works programmes for utilising the rural manpower will be executed. The experience gained in organising and executing these pilot projects will help in formulating detailed schemes and making a suitable provision in the Third Plan for a full-scale programme to provide work to the rural unemployed and under-employed, particularly in areas which have a heavy pressure of population. During the Third Plan, 14 million new jobs are expected to be created. Of these, 10.5 million jobs are expected to be provided in the non-agricultural sector and the rest in agriculture. The pilot projects, which may be launched this winter and continued until the end of 1961-62, will offer opportunities for the utilisation of substantial numbers of unskilled and semi-skilled workers. Areas which have a high incidence of unemployment and where there is definite scope of increasing production in short-term agricultural and allied programmes are to be chosen for the purpose. The works programmes to be undertaken in the pilot projects will cover irrigation and flood control projects, minor irrigation works, land reclamation, prevention of water-logging, drainage, reclamation of saline lands, afforestation and soil conservation and road development. The projects are to be integrated with the plans of community development blocks and the co-operation of panchayat samitis and village panchayats is envisaged in their execution. Labour co-operatives are to be formed not only for execution of works and obtaining contracts from Government departments but also for maintaining supplies of tools. Execution of works through contractors will be avoided as far as possible. A further advantage of the formation of labour co-operatives may be that groups of people will be enabled to work at some distance from their villages. A small task force of trained workers, consisting of officials and non-officials, may be organised to give a push to the programme. It has been suggested that as far as possible, these should be executed during the slack season. The intensive development of agriculture will naturally absorb a considerably larger number of people in farming and allied operation. A

diversification of the rural economy is also to be attempted. The development of co-operatives is yet another field which offers opportunities for work.

Realistic Planning

A resort to realistic planning based on available resources rather than ideological planning with mere monetary targets in view was recommended by Mr. N. Dandeker, I.C.S. (Retd.), eminent industrialist recently in Bombay. Mr. Dandekar, a former member of the Central Board of Revenue, warned that in the Third Plan as proposed, the real gap in resources would be nearly Rs. 2,000 crores and not Rs. 550 crores as expected by the Planning Commission. He warned that the price level would increase by at least 50% during the Third Plan, unless there was realistic planning. Mr. Dandeker emphasised that in an underdeveloped country, the margin of tolerance of the people was very low and, therefore, even a ½% increase in the cost of living would inflict immense suffering on the people. Prof. Amul Desai warned against deficit financing which he said was contradictory to the objectives of planning in a democratic society. He said that, compulsory savings to siphon off the newly created currency which goes into the hands of the poorer section was to be ruled out in a democratic society. On the other hand, if that additional money went into the hands of the rich who were inclined to re-invest it, disparities of wealth would increase. He said that the dose of deficit financing should not be judged in relation to national income, but increase in production of goods and services. Speaking on "Resources for the Third Plan", Prof. P. R. Gaitonde, of K. C. College, pointed out that it would be difficult to raise the resources to meet the target of investment in the State sector because past experience had indicated the limitations. He said that the industrial and business sector was already taxed to the hilt and, therefore, the rural sector which had considerably benefited by investment, should receive attention at the hands of the taxation authorities. He also urged that "there should be rethinking on social fads and fallacies" and suggested scrapping of prohibition and re-imposition of the salt tax.

American Labour Unions

American trade unions are finding new ways to serve their members beyond the narrow confines of collective bargaining. Some unions are setting up co-operative food stores. Others are making it possible for their members to buy prescription drugs, furniture, and household appliances at reduced prices. Unions also are giving members legal advice and help in filling out income-tax returns and in applying for pensions and unemployment compensation. There are union banks and union loan offices. The biggest emphasis today is focused on union medical programmes. Forerunner of this trend is the medical plan of the United Mine Workers, under which miners and their dependants receive free treatment in 10 union-owned hospitals. Last year these hospitals cared for more than 20,000 patients, plus about 1,000 out-patients a day. Other unions are getting into the hospital field or planning to do so. The United Automobile Workers (UAW), is backing a medical programme known as the Community Health Association of Detroit. UAW members and other residents will be able to obtain complete medical services through a group health organisation. The union is financing a Rs. 11 crore expansion of a local hospital to service the plan, and it is planned later to open branch clinics in the Detroit area. In northern California, seven unions are represented in a joint health programme which provides hospital and medical services for more than 360,000 workers. At Santa Rosa, California, a labour health centre is being organised by eight labour groups. Plans call for building a 150-bed hospital. The United Steel Workers (USW), now covered by commerical health insurance plans, is considering establishing its own medical centres. USW President David McDonald says employers may be asked to invest part of the steel industry's huge pension funds in group-practice medical care centres and hospitals. A recent survey by the American Medical Association lists 50 union health centres, covering about 950,000 workers and their families, throughout the country. Eighteen of the centres are run by the International Ladies Garment Workers' Union.

Work Study Techniques

Is it possible to increase factory output without increasing manpower and equipment? Some 19 engineers representing leading industrial firms in Madras are currently putting this question to the test at a Work Study training course sponsored by the Madras Productivity Council. The course is composed of two week theory classes with two-four week in plant training sessions. Mr. John P. O'Hearn, the American industrial engineer who conducts the course, is optimistic about the outcome of such a test. For, only a few weeks ago, he has witnessed startling results from such a course in Bombay. One manufacturing plant, Mr. O'Hearn reported, was able to increase its output by as much as 200 per cent. This was accomplished by a reorganisation of production, resulting in a reduction of 76 operations to 26, after a close study of the plant layout and production procedures. Another Bombay plant effected a saving of two lakhs of rupees by a similar process. A key aspect of the programme is a practical project which each participant selects during the initial part of this 12-week course. The project pertains to the operation of the participant's factory or firm. Working closely with Mr. O'Hearn, the participant analyses and evaluates the manufacturing operation in his plant during his project work. He may come up with a new blueprint, eliminating all unnecessary and inefficient procedures.

Saving for the Future

Small savings represent the common man's proud participation in the execution of the National Plan. Savings, like other effort in the cause of the Plan, help both the individual and the country. The goal of self-sustaining growth by the end of the Third Plan requires a substantial increase in the outlay of the Plan, which in turn, calls for a greater degree of effort at mobilising our resources. The savings instinct is inherent among the people of India. It has now been given a new direction and purpose. Small savings represent a way of augmenting internal resources without causing strain. While market borrowings by both the Central and State Governments are generally intended for large and institutional investors, such as banks, firms, insurance companies, co-operative societies and so on, it is the small savings schemes that afford an opportunity to the people to contribute their share for building the future of the country. During the first four years of the Second Plan, small savings by the common man amounted to Rs. 324.69 crores (upto August 1960) A higher target of savings—

Rs. 550 crores—is expected from the people during the Third Plan. The small savings movement not only inculcates the habit of thrift and promotes economic discipline in national life, but also helps to develop an organised economy, regulated voluntarily both for ends of production and consumption. Net collections from small savings are shared between the States and the Centre in the proportion of 2 : 1. Thus the major portion of the money saved is made available to the State in which collections are made for being utilised for developmental work in that State. The various small savings schemes cater to the needs of everyone according to his capacity. Those who are interested in capital appreciation, can choose the 12-year National Plan Savings Certificates, under which every Rs. 100 increases to Rs. 165 at the end of 12 years, free of tax. For those who require a regular annual income, 4 per cent tax-free 10-year Treasury Savings Deposit Certificates have been provided. Post office savings bank offers the normal banking account, with the advantage of earning interest at 2½ per cent. The introduction of the Prize Bond Scheme from April 1960 is yet another stage in providing an alternative type of investment. Bonds can be purchased across the counter from any post office, branch of the State Bank, or the Treasury. The money that is invested in these bonds will be repaid in full at the end of five years. Besides, there is the attraction of winning substantial prizes in quarterly draws. The common man's savings are thus for the future—for the task of building a new India.

National Discipline Scheme

The Central Training Institute of the National Discipline Scheme in Rajasthan was started in October, 1960, at Sariska, near Alwar to train instructors. It has at present, 600 trainees. This is the first of the four training institutions to be started under the Third Five Year Plan to train 11,000 in-service physical training instructions, 11,000 selected young schoool teachers and 5,000 new candidates. The National Discipline Scheme introduced first in July, 1954, in Kasturba Niketan, New Delhi, has made commendable progress during the last three years. The scheme aims at making the young generation healthy, both in mind and body, and instil in them a sense of patriotism, self-reliance, tolerance and self-sacrifice. Since the dawn of Independence there have been frequent manifestations of indiscipline in all strata of society particularly among the student community and the refugee camps and colonies. After the introduction of the scheme there was a marked change in the mental outlook and general conduct of the displaced persons. The scheme was gradually extended to other refugee institutions and in 1957 the Planning Commission suggested the inclusion of the scheme in the Second Five-Year Plan and to extend its operation to non-displaced persons. Drills, parades, sports and games practised under the physical training programme of the scheme not only develop the physique of the children but also inculcate among them a spirit of *camaradarie* and leadership. Mental training as part of the scheme helps in drawing out the best in the children and in developing their character. All tendencies towards sectarian and sectional loyalties are discouraged and an attempt is made to create a pronounced bias in favour of nationalism. Attention is paid towards cleanliness, dress, punctuality and special care is taken to remind the

(*Continued on page* 20)

Trends in Administration

Village Road

Inhabitants of some 17 villages in the Bhuj-Nakhatrana C.D. Block, in Gujarat, now get an extra 50 nP. to 75 nP. per maund for their agricultural produce, irrespective of the market conditions. The increase is the result of construction of 80 miles of village roads by villagers—75 miles with meagre Government assistance and 5 miles entirely on their own. The work was started in right earnest in May 1959. Hundreds of villagers—men as well as women—came forward to help and procured the necessary implements on their own. The job was tough. An idea of the magnitude of the work involved would be given by the fact that the estimated value of labour done on this road by the people, totals about Rs. 23,800. The work is still continuing on this, as also on other roads in the Block. Even though the road is not yet completed, already inhabitants of about 17 villages, with a population of 7,000, have started making use of it. As a result of their efforts not only has the value of the agricultural produce of village gone up, but the commodities imported from outside have also become cheaper. Transport is quicker and the construction of roads for the villages has also opened up a window for the villagers to the world outside.

Tours of Ministers

It is being repeatedly pointed out in the press that Ministers might do well to curtail their tours. Recently, it was suggested that extensive tours coupled with the legislative work of Ministers requiring them at the headquarters during the sessions of the Legislature leave them little time to concentrate on administrative work. At present, in many parts of India, even for small things, Ministers are invited and they spend a lot of time in travelling at Government cost. The suggestion has therefore been made that as far as possible, public bodies or organisations should invite Ministers only for very important functions and Ministers should also exercise their discretion in the matter carefully. This will spare the Ministers unnecessary touring and also lead to economy under Travelling Allowance. More hard work by the Ministers will also have a healthy effect on administrative personnel. They will be tempted to work harder. It is a commonplace fact that administrative efficiency is partly dependent on the efficiency of those at the top. They set the pace. The man in the lower rungs of the ladder always looks to those above him for guidance. In the days of the British rule a dynamic member of the Executive Council either of the Viceroy or of the Provincial Governor exerted a gingering effect on his departments. Officers below him always strained their nerves to avoid his displeasure. It might prove fatal to them. Such a fear proved the greatest stimulus to them. If therefore at the present day Ministers cut short unnecessary touring and devote more time to their duties at headquarters, that may have the result of a shock treatment as far as efficiency of the lower ranks of administrative personned are concerned, apart from effecting tangible economy in mounting administrative expenditure.

Women and Panchayat Raj

According to press reports, 13,000 women have been co-opted as members in the Panchayats in the Punjab.

This is a move in the right direction. Brigadier Brayne said that women control nine-tenths of rural life in this country. In his Punjab experiment, therefore, he sought to harness the efforts of women in an organised manner. Women control the household and no substantial change in the attitude and outlook of adults and children can be brought about without the assistance of women. In the scheme of Panchayat Raj, therefore, they have a key role to play. Other States will also do well to co-opt women as members of Panchayats. Their co-operation can be easily enlisted thus. The responsibilities of Panchayats are by no means easy. The transformation of rural life after more than a century of stagnation is a stupendous task. Oftentimes there is a tendency to talk lightly about it. A number of Agencies has to work; all strata of the population have to put their shoulder to the wheel; all classes of people have to make their contribution. Then only results can be achieved. In this many-sided affair women have to play a dominant part and this will be facilitated by their becoming members of Panchayats.

A Governor's lead

The austerity drive launched by the Governor of Andhra Pradesh. Mr. Bhimsen Sachar, on Independence Day last year has achieved all-round success. Having given up travelling in saloon, the Governor, in his "spend less campaign", personally scrutinised every item of expenditure of the Raj Bhavan. The results achieved showed "substantial reduction" in consumption of electric power, water, and amounts incurred on dinners and parties. The consumption of electric power was reduced by about 1,200 units per month. Dinners and parties were brought to the barest minimum and made simple. Expenses on account of cigarettes in dinners and parties were reduced by about 50 per cent last year compared to 1959. The austerity campaign, was not confined to the Raj Bhavan alone. Various organisations, where the Governor explained the objects of his "spend less campaign" responded enthusiastically. They all gave pledges to the Governor that they would avoid waste and spend less. The weekly prayer meetings in the Raj Bhavan colony were utilised to impress on the people the need of austerity. The need for family planning, education of children, and development of character and morale were other points emphasised during these prayer meetings. Those who think that the office of the Governor can very well be dispensed with will find enough disillusionment in the lead given by the Andhra Pradesh Governor. The more important part of the lead relates to his spend less campaign. Nothing is more acutely needed that a drive for economy. Administrative expenditure is steadily mounting up and the imperative need for economy cannot be overemphasised. Atleast before the launching of the Third Plan, Governments both Central and State, owe a duty to convince the public that all sources of waste have been cut out and the money collected from the people are being spent in the most economic manner possible. Unless the people are convinced, their co-operation for the implementation of the Third Plan may not prove adequate enough.

Economy in Stationery

The simple step of introducing inland letter forms, in Kerala Government offices has resulted in a significant saving of Rs. 50,000 to the State exchequer in postage alone. This is one of the achievements of the Organisation and Methods cell functioning in the Secretariat. Expenditure on stationery has increased considerably since Independence and this has been a matter of complaint. No doubt, work has expanded; but expenditure on stationery has been out of all proportions. A more liberal use of inland forms by all States and the Government of India is bound to lead to substantial economy in this regard. Now it is not uncommon that a two-line endorsement is communicated by Government in a half a sheet of paper. If for such things inland forms are used not only postage but also paper is saved. Some may think that, that is a small matter, but taken on an annual basis, the saving effected will be considerable as is seen from the case of the Kerala Government. When administrative expenditure is mounting, no item is too small for economy. There is also abundant scope for reduction in the consumption of paper. Use of printed forms for routine endorsements, the curtailing of long-winded noting on files, the exclusion of notes from ordinary papers can go a great way to reduce the consumption of stationery. In some offices sometimes notes are put even on casual leave applications. If Presiding Officers pass orders while they go through the daily mail, then there will be little need for noting by the staff on ordinary papers. And this will save much paper and also much valuable time. Only when Presiding Officers are not sure enough, the volume of noting increases in an office with consequent increase in the consumption of stationery. More important, however, than the consumption of stationery is the time wasted in such unnecessary noting. Ultimately it will affect the quantity of outturn and cause delays in the disposal of important papers.

Hard Work

"Unless we in Inida create an atmosphere of hard and honest work, we can never succeed despite all our planning and all the assistance from friendly countries", observed the Finance Minister, Madras, recently. He is not alone in stressing the importance of hard work. Leaders in our country have time and again appealed for hard work as the only way of achieving progress. All the same, the appeal seems to have fallen on deaf ears. It is an undoubted fact that since Independence, there has been a general laxity in almost all fields of activity. The agricultural labourer wants to work only like an office assistant from 10 a.m. to 5 p.m. The office clerk wants less hours of work and more pay and privileges. He thinks that he can avchieve his promotion without hard work. The gazetted officer or the civil servant chooses to attend office as and when he likes. Sometimes if you go to an office even at 12 o'clock, you may not be able to meet the Presiding Officer. You will be told that he would come only at 1 o'clock. Reward and fear are the two main incentives for hard work. Now reward is precarious and fear of punishment in the event of bad work is almost absent. Mere exhortation may not induce hard work. Only practical example and the creation of a climate providing stimulus to hard work alone will achieve results. If Ministers and the higher ranks of civil servants set an example of hard work, then the impact of that example is bound to echo through the entire administrative structure. A realistic approach is necessary if tangible results are to be produced in this direction.

Surprise Inspections

Recently, the public were very much interested to know that the

Railway Dy. Minister travelled incognito in the Madras Suburban Electric train. Earlier public attention was focused on the Madras Finance Minister visiting incognito some local shops to enquire about prices. Since then, a correspondent has suggested that surprise visits or inspections may be made a regular activity of Government departments. He says that State Governors, Ministers of both the Central and State Governments, and heads of departments may make frequent surprise inspections and this may have a salutary effect on the subordinate staff. There is no doubt that surprise visits or inspections stimulate efficiency. The staff will always be alert and they will not be tempted to slacken. During the British days, it was not uncommon for a Collector to spring a surprise on a Tehsil office, or a D.S.P. to inspect a police station without notice or a Director of Medical Services to descend on an out-of-the-way dispensary. Such things made the staff vigilant. Now the need for surprise inspections is all the more great. Administrative efficiency has considerably deteriorated and surprise inspections can do much now to stimulate hard work and efficiency. More than State Governors and Ministers, heads of departments should make it a point to launch on surprise inspections at frequent intervals.

Efficiency Test

The U.P. Cabinet, it is reported, has decided to assess the efficiency of an officer in future on the basis of the results produced by him in respect of the work entrusted to him. Elaborating this, it has been said that when a piece of work has been entrusted to an officer, his efficiency will be judged in the light of the fact whether he has done the job economically within time and with maximum results. In the recent past, there has been considerable writing and talking on the question of evaluating merit for purposes of promotion in public service. During the British period, promotions were decided on the basis of confidential reports of the officer under whom the individual worked. This method provoked criticism even then. No less a person than one of the Executive Councillors of a provincial Government then said that confidential reports only showed the relations between the officer and his subordinate and did not contain an assessment of intrinsic merit. Since Independence, this question has loomed large. Several methods have been suggested in regard to the assessment of merit. The last word in the matter has not, however, been said. According to Western writers, efficiency is capable of various definitions. One writer has said that the employment of ten persons to accomplish what one man could do is inefficiency. Another said that the word efficiency is synonymous with achieving results irrespective of costs. An organisation or person was considered efficient if it produced results irrespective of cost. Later, the emphasis was shifted to costs and it was laid down than an individual who produced results at a high cost was inefficient. There is no doubt, however, that efficiency and economy go together. In the conditions that have been ushered into existence after Independence, it is essential to evolve a fool-proof system by which efficiency can be correctly assessed. We cannot copy the methods followed in other countries *mutatis mutandis*. Conditions here are very different and whatever method is evolved, it has to reckon with the various contrifugal forces that have come into operation since Independence.

Good Behaviour Day

Of late we are having too many observances of DAYS and WEEKS to focus public attention on certain essential things. For instance, we observe Health Weeks, Courtesy Weeks, Service Weeks, etc. To these have now been added Sadachar day or good behaviour day. It is reported in the Press that Good Behaviour Day was observed in various parts of Bihar under the auspices of the Bihar branch of the Bharat Sevak Samaj. The object of the observance was to focus public attention on the need to fight corruption in different walks of life. Public meetings were held in pursuance of the observance of the DAY. The convener of the Bihar branch of B.S.S. said that the efforts of the country's planners would not succeed unless corruption was rooted out from administration. Social justice had to be ensured and moral values inculcated among the people. Nobody will disagree with these observations. But the point is that mere annual observance of a DAY will not take us far. Only practical example by leaders and elders will produce results. What is wanted today is not public meetings or speeches but practical example by those who are at the helm of affairs and politicians who lead the masses. It is futile for example to inculcate courtesy among the lower cadre of government employees if the higher strata do not set an example of courtesy in their dealings. There is no doubt that since Independence, moral standards have gone down, there is no doubt that discipline has lost much ground, there is no doubt that a lack of sense of duty or responsibility prevails. In all these cases, improvement is possible only if good examples are set by leaders both in the political and administrative fields. During the past one decade, we were having enough speeches and writings. These have not taken us nearer our goal. We must now try to improve things by good and healthy example. We shall save ourselves by sacrifice and save the country by our example.

Indian Embassies

According to a letter to the Editor in a Daily, a petition signed by over 200 Indians resident in Addis Ababa—teachers, doctors, bussinessmen, etc., has been sent to the Prime Minister of India complaining of the failure of the Indian Embassy there to give help to Indian nationals during the recent troubles. It is reported that the petitioners have requested the Prime Minister for the appointment of a fact-finding Commission to investigate the matter. Of late we have come across Indian visitors returning from abroad being very critical about our embassies in other countries. These critics include among others, students returning from abroad, officials deputed for training under the various plans or programmes, and businessmen from exploratory tours. From the substance of the talk with them one or two points emerge. One is the lack of courtesy on the part of the embassy staff in some places. This lack of courtesy will be felt more acutely in a foreign country. Secondly, the absence of a helpful and co-operative attitude on the part of the embassy staff. One of the major functions of an Indian Embassy abroad as far as we know is to be of help and assistance to the nationals there or nationals who seek their help. If the embassy staff fail in this primary duty, it is a very serious matter. Recently we were told that because of the refusal of an embassy staff member to go to his office on a holiday just to make an entry in a visa, a tourist had to postpone his departure and the

delay went much to upset his programme. This is standing too much on formalities. This is a manifestation of the absence of a sense of mission which should motivate all ranks of public servants. Already there is complaint too much money is being spent on our embassies abroad. It is therefore particularly incumbent on them that they should not shirk the discharge of their primary duties. In this connection, we would suggest that a manual may be got prepared for the guidance of our embassy staff.

Police and the Public

Reports continue to appear now and then which tend to show lack of cordiality between the police and the public. It is reported that in one place, a member of a municipal council was assaulted by the police and there was a protest meeting. In another place, a taxi driver was reportedly beaten black and blue by a police officer. According to another report, a member of a State Legislature suggested that a meeting of the police and taxi drivers might be convened to promote better understanding between them. A Minister said that there were complaints of harassment of taxi drivers by police and the situation had since improved. Of all categories of public servants, the policeman finds it most difficult to adjust himself to the outlook necessary for a welfare State. For in the Police State, as the very appellation implies, the police were all powerful answerable only to a foreign bureaucracy. The transformation of outlook is not something that would come automatically. The police have to be educated into the new outlook. This has been repeatedly stressed in these columns. But little attention seems to have been so far paid to this matter. Public Relation Officers attached to the offices of the Inspectors-General of Police in States have to give more serious thoughts to this. They have to evolve a scheme for the education of the rank and file of the police force. In these days of mass media of instruction, it is not difficult to press them into service for educating the police force. Welfare State will only remain a dream if the old authoritarian outlook on the part of officialdom is not abandoned.

Landscape Committees

The Government of Rajasthan has constituted landscape committees for divisional headquarters, district headquarters, and other urban areas to advise the Government on problems connected with the improvement of landscape The committees for district headquarters will have their respective Collectors as Chairmen. The Commissioners will be Chairmen of the committees for divisional headquarters and committees for other urban areas will have S.D.Os. as their Chairman. Improvement of landscapes in urban area is a necessary thing. Parks or open space are the lungs of crowded towns and cities. Landscapes have a similar effect on urban population.

Tourism

Recently there was a conference of the Directors of Information, Publicity and Tourism. The Secretary of the Transport Ministry laid emphasis on the importance of tourism for promoting emotional integration. This aspect of tourism has generally been lost sight of. People talk of the potentialities of tourism in earning foreign exchange. But more important than foreign exchange is emotional integration. On emotional integration depends the enduring unity of the country and the unity of the country is our most precious asset. It has to be maintained at any

cost. Therefore apart from the question of foreign exchange, tourism has to be viewed essentially from the angle of emotional integration. At present, the promotion of tourism from this angle has received little attention. It is essential that the leeway is quickly made up. The lack of coordination in the matter of tourist publicity was also pointed out in the conference. At present, both the Central Government and the State Governments are doing publicity for tourism but there is little coordination. As a result, there is considerable overlapping and waste. When the same kind of work is done by both the Central and the State Governments, there should be considerable pre-planning so that overlapping and waste are avoided. But the tendency now seems to be to work in watertight compartments. This is the position in all cases when both the Central Government and State Governments are interested in the same work. This was pointed out in these columns more than once. The Director of Tourism said in this connection that that there should be a clear line of demarcation as to what the State and the Centre should bring out by way of tourist literature. This is a very essential step if we are to avoid overlapping at least in future. The whole question of tourist publicity may well be examined by a highlevel committee manned by the representatives of Central and State Governments.

Members of Local Bodies

The Minister of Forests, Andhra Pradesh, replying to a civic address recently, said that elected members of Panchayats and Municipalities were not discharging their duties properly. Some of them he said considered these offices as seats of power for self-aggrandizement and consolidation of their party strength. Some officials also were indifferent, he added. This is the general opinion of many. Time and again Ministers of the Central and State Governments have given expression to the same views. All the same things have not improved. It is clear therefore that endless exhortation by any Minister, however, eminent he may be, will not achieve any improvement in these matters. What is wanted is the political education of the members of local bodies. Very little attention has been paid to this in the past. No doubt, in some States, members of Panchayats are given training. But that is not enough. Training once acquired has to be fed by continuous instruction through self-education. For this there must be enough supply of small topical books. The Sardar Patel Institute of Administration has a big production programme of books useful for the political education of the citizens. 'The first of these has been released under the title of A.B.C. of Democracy.' The success of this venture depends much on public support and support of the Government. At present there is little evidence of such support forthcoming. In Western countries abundant support is extended to such ventures both by Government and private individuals. Similar efforts are also necessary for eliminating the indifferenee of officials referred to by the Minister. Their indifference is due to a number of causes. One is the absence of proper outlook necessary for a welfare State. This outlook presupposes a sense of mission and a spirit of dedication. This outlook can be inculcated by Governments providing facilities for their self-education. Experience in the recent past, however, shows that even when the Governments provide such facilities, Government officials do not take advantage of it. This

attitude on the part of some Government officials has to be discouraged. The welfare State with its ever expanding activities requires Government servants to improve their efficiency by a continuous process of self-education. Otherwise they may prove unequal to their tasks.

Community Development

According to a survey conducted by the Reserve Bank regarding the impact of Community Development Programme on the rural population and economics, the scheme has lost its original attraction. The pace of progress is slow. The peoples' contribution which was 34.9% to the total expenditure during the First Plan, dwindled to 28.4% during the first six months of 1959-60. "Many of the officials are thought to be out of touch with village aspirations and needs; as many as 25% are considered to be inefficient in some States." The technical assistance provided in the agricultural sector continued to be inadequate and the extension organisation was burdened with service functions which should have been handed over to co-operatives. The stress on the co operative movement appeared to be more on the number of societies than on the quality of work. These observations should provide enough food for rethinking. One cause of these shortcomings is the lack of experience of the higher strata of Block Development personnel. This lack of experience can be made up only by hard work and study. It is in these two things that they are wanting. Considerable guidance in the matter of Community Development is available in books and journals on the subject. But public servants have lost their reading habit and they want to carry on with minimum effort. Even when Governments permit them to purchase journals and books on the subject they do not avail themselves of the permission. This is what is amazing. This lack of enthusiasm in acquiring efficiency by keeping in touch with topical books and journals is bound to prove fatal to the success of the entire scheme in the long run. It is therefore incumbent on State Governments to ensure that whatever facilities which have been extended to Block Development personnel are utilised by them. The Ministry of Community Development at the Centre has an over-all responsibility in the matter. They cannot in all fairness throw the burden on States. During the last war, the Central National War Front held itself responsible for war propaganda throughout the country. They closely supervised and provided constructive guidance. They supplied books and other literature to the States on war effort and or provided money to purchase these things when necessary. When difficulties arose, these were referred to them and they were ready with solutions. They voluntarily accepted responsibility for the entire country. Similar efforts are necessary now on the part of the Central Ministry of Community Development.

Leave for Government Servants

The Union Home Ministry has, in a circular, suggested that Government servants should take leave regularly at intervals, preferably annually. The circular said : "It is desirable in the interest of efficiency of public service that Government servants take leave at suitable intervals and return to work keen and refreshed." In case applicants cannot be granted leave at the same time, the sanctioning authority has been requested to draw up a phased programme so that employees could take leave by turns. The Pay Commission had also suggested to the Government that "heads of departments and offices, must so plan their work as to permit employees to take a certain amount of leave annually and a longer leave after some years or according to any special necessity." This is a move in the right direction. Now public servants accumulate leave because they are not willing to leave a particular job or they do not want to be transferred. Some even forfeit their leave and stick on to a job or to a particular station. These are to be discouraged in the interests of efficiency and public interest. A period of rest and recuperation will only help a public servant to invigorate his mental powers and improve his capacity for work. Holidays, however, do not mean mere absence of activity or sheer inactivity. Essentially it is a diversion from one's normal activity. It is therefore possible for public servants to do some reading and also to travel a bit within the country. The first will improve their mental faculties and the latter will help to widen their horizon and to promote the emotional integration of the country. Of course facilities are to be provided by the Government in this matter. This aspect needs attention by Governments both Central and State.

Decentralisation in Assam

Assam was the first State in India which launched the programme of Democratic Decentralisation in all the Seven Plains Districts simultaneously both in the Community Development Blocks and in the Shadow Block areas. The Government of Assam decided to transfer full responsibility regarding development problems to the Panchayats and accordingly enacted the Assam Panchayat Act, 1959. The new Panchayat Act conceives of a three tier democratic structure namely:— (1) The Gaon Panchayat at the Village level. (2) The Anchalik Panchayat at the Block (Anchal) level and (3) The Mahakuma Parishad at the Subdivisional (Mahakuma) level. The Programme which has come to be known as "Panchayati Raj" was formally inaugurated in all the Plains Districts of Assam on 1st October, 1959. Assam has 16 Mahakuma Parishads, 120 Anchalik Panchayats and roughly 2600 Goan Panchayats, formed under the provisions of the new Act. A Goan Panchayat is the real planning and executing agency at the village-level and is to provide for its members among other services the following:— (i) Village sanitation and health, (ii) Rural Communication, (iii) Education and culture, (iv) Village defence, (v) Improvement of agriculture and preservation of forests, (vi) Improved breeding and protecting of cattle, (vii) Village Industries and (viii) any other functions assigned by the State Government. The Anchalik Panchayat in the Community Development area is to implement the Community Programme in addition to doing its other statutory duties and functions. An Anchalik Panchayat is required to provide for all developmental works within its jurisdiction excepting those functions specifically assigned to Goan Panchayats. To avoid overlapping, specific duties and functions have been assigned statutorily to an Anchalik Panchayat too. An Anchalik Panchayat has powers of general and technical supervision over Goan Panchayats. The Mahakuma Parishad is a co-ordinating and advisory body having no executive power. It is to advise and guide the Anchalik Panchayats and prepare District Plans and distribute grants-in-aid as allotted by Government to different Panchayats within their jurisdiction. The implementation of the policy of democratic decentralisation has

thrown a new challenge to the training programme. The various officials of Panchayat organisation and the non-official members are to be given training in their new role and responsibilities. At present, Assam has a few training institutions for officials but there is no permanent institute for non-officials. To make up for these deficiencies, organisations of study camp, camp training, Sammelan of officials and non-officials were taken recourse to. A Legislator's Study Camp at Khanapara for five days during February, 1960, was held and 50 M.L.A's and 12 M.Ps participated in it. A State Sammelan of officials and non-officials at Sonapur inaugurated by the Prime Minister of India was organised for three days in the middle of April, 1960, which was attended by Presidents, Vice-Presidents of all Mahakuma Parishads, all Block Development Officers, all Rural Development Officers and Gram Sevaks of the Plains Districts of Assam. To provide training to Block Officials as well as the Secretaries, Presidents. Vice-Presidents and other members of the Goan Panchayats, the Director of Training has already started Camp Training of short duration in each Sub-division. The officials and non-officials so trained at Sub-divisional level would conduct training camps in all Anchalik Panchayats and thus train up all members and office bearers of Gaon Panchayats within their respective areas.

Panchayat Raj

Prime Minister Nehru recently discussed some aspects of improving rural life in India with a group of 17 American farmers. The Prime Minister emphasised the virtues of Panchayat Raj. "An important thing we are now doing is decentralizing governmental authority in rural areas. We call this 'democratic decentralization'. This system was introduced only a year ago. But already we find changes in the outlook of the villager. He is becoming more self-reliant. He is losing the habit of running to a government official for help in every matter. In the old days, there was this completely dependent attitude or running to the government official. There was a phase which was quite popular: the government official was the 'father and mother of the people'. After the Panchayat system was introduced, we find that this attitude is changing." The Prime Minister expressed his agreement with the American group on the importance of the proper development of co-operatives. "I entirely agree with you on the co-operatives." He said, "that they should be entirely voluntary organizations and that they should not be controlled by the government. It is our firm conviction that co-operatives should be controlled by the members of the co-operatives. The government officials should be there only to offer advice."

Secretariat Efficiency

Speaking on the anniversary of the Madras Secretariat Association, Mr. M. A. Muthia Chettiar said that the efficiency of the Madras Secretariat was the envy of other States and that this efficiency was due to the high standard of English of the Secretariat staff. In this context one's mind goes back to the times of Ram Mohan Roy who in those days spearheaded the agitation for the introduction of English as the medium of instruction. Incidentally, it is a wrong notion that the introduction of English in this country was solely due to Lord Macaulay. The introduction became possible mainly because leaders like Ram Mohan Roy were strongly in favour of it. Their preference for English was guided solely by the fact that a study of English would enable Indians to unlock the doors of Western knowledge which in turn would help the country to achieve material advancement. This argument holds good even at the present day. As Mr. Muthia Chettiar pointed out, the decrying of English would not improve the regional language automatically. He suggested that English, Hindi and the regional language should be taught from the first standard. Despite all what has been said against English, it is still the language that today links Kanyakumari with Kashmir. The political unity that has been achieved since Independence would have proved a mere house of cards but for the sustenance provided by the English language which today is the sole means of communication between one end of India and the other. If this link is scrapped, then the balkanisation of the country may become a possibility. One argument against English is that it is a foreign language. No doubt, it is, but so also, Democracy which we have accepted as the form of our Government. It is not clear how we can reject one, having accepted the other. All these apart, English is a very necessary language as far as public servants are concerned. The technique of public administration is making vast strides in Western countries and knowledge of it will be denied to public servants in this country, if they are not well-versed in English language. This is an important fact to be noted.

Incentives

The Minister for Railways recently disclosed that a sum of Rs. 12,000 was given as rewards for railway servants who had made useful suggestions or inventions. This is good news. One cause for the lack of efficiency in public service is the the lack of incentives. Cash awards like these are bound to provide stimulus to public servants to do outstanding work. Such cash awards or similar rewards can very well be extended to other branches of public service. Experienced public servants can make suggestions for minimising administrative delays in their respective offices; they can also suggest ways and means of quickening the disposal of papers; it is also possible for them to cut out wastes and suggest measures for economy. Public servants will be prompted to do these if they have a chance of getting recognition in the shape of rewards. This matter has to be examined at length by the O. and M. divisions in all offices. They are at present functioning in most of the offices. But the general feeling is that O. and M. divisions in many places are taking only a restricted view of their duties. The fundamental objective of O. and M. division should be to function as some sort of Brain Trust giving thought to all aspects of public administration. It is time that a manual is prepared for the guidance of O. and M. personnel in order that they may have a clear idea of their duties.

Engineers

Engineers in India feel that where specialised skill is required either an engineer or technologist should be the head of the department and not an I.C.S. or I.A.S. officer. The President of the Institute of Engineers (India) recently pleaded for engineers being given key administrative posts. There cannot be any valid objection to this so long as technical men possess the general administrative background which is so necessary for being successful as the head of a department. If in the recent past I.C.S. or I.A.S.

officers were placed in charge of some technical departments, the main reason was the lack of administrative knowledge on the part of technical men. As a result of this lack of knowledge, they proved wanting in the matter of the day-to-day administration. However clever a technical man may be, he can achieve results only if there is proper administration. Administration is the framework which keeps things together. If the framework is not good, the whole structure may prove weak. One shortcoming on the part of technical men is that they are too much occupied with technical things and they pay little attention to mastering the general principles of administration. Such mastering is necessary if one is to prove successful as an administrator. A clever engineer need not be a good administrator. But a clever engineer with a knowledge of the general principles of public administration can very well prove to be a good administrator. This fact is often forgotten by technical men and that is the fly in the ointment. If technical man devote at least a small portion of their leisure to acquaint themselves with the salient principles of administration by reading topical journals and simple books on the subject they may prove to be very successful heads of departments.

Success of democracy

The relationship between the legislative and executive branches largely determines the success or failure of democratic governments.

H. D. SMITH

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children of India's past glory, culture and heritage. The children are also taught elementary principles of administration during the receptive period of their life. Under the cultural development programme, interest is awakened in the younger generation in India's rich cultural heritage. Folk music and folk dances are taught to the children and emphasis is laid on inter-State exchange of culture in order to create unity in diversity. During the brief period of three years, lakhs of children have been trained under the scheme.

The American Presidency.

EUNICE TOWLE

The U.S. President derives his powers from the nation's Constitution and from the will of the people who have steadily delegated more and more duties to the office since George Washington was sworn into the post in 1789. The framers of the Constitution fused the dignity of a king and the power of a Prime Minister into one elective office. They then assigned so many duties to the President that it is difficult for political scientists to agree on a definition of his powers. Professor Clinton Rossiter, of Cornell University, an outstanding authority on the American Presidency, has stressed international role of the President in this way: "The President has a much larger constituency than the American electorate, for his words and deeds in behalf of our own survival as a free nation have a direct bearing upon the freedom and stability of other countries." The Chief Executive must make the final decisions in a wide diversity of fields for which the American people and their Constitution hold him responsible. The burden is so colossal that the President is able to meet the challenge only because a remarkable array of administrative machinery aids him in his daily tasks. First, the President as Chief of State, has always been the ceremonial head of the U.S. Government. He greets distinguished visitors from all parts of the world and participates in many activities of national interest that range from making proclamations and bestowing medals to lighting of the nation's Christmas tree.

Chief Executive

The second Presidential role is that of Chief Executive. While he symbolises the will of the people, he also manages their Government and is held primarily accountable for the ethics, loyalty, and efficiency of the national administration. The Constitution and Congress have recognised his power to supervise the daily activities of the complex structure of the executive branch. From the Constitution, he receives the twin powers of appointment and removal as well as the primary duty to "take care that the laws be faithfully executed." He alone may appoint, with the advice and consent of the Senate, several thousand top officials who conduct the Government. Among those whom he also selects are the Judges of the U.S. Supreme Court and other Federal Judges. If mistakes are made in the executive branch of the Government, the President must bear the responsibility. He alone may remove Government officials who fail to execute the laws faithfully. Although independent agencies such as the Interstate Commerce Commission and the National Labour Relations Board operate by design outside his immediate area of responsibility (although he appoints their members), most of the Government's administrative tasks are carried on within the pyramid with the President at the peak. Hundreds of laws are executed in his name and under his general supervision. The preparation and execution of the Federal budget is one of the President's administrative duties. He also informs Congress regularly on the State of the Union and may call special sessions of Congress on extraordinary occasions.

Chief Diplomat

Another duty of the President is to serve as Chief Diplomat. Although

authority in foreign relations is shared constitutionally with Congress, the President is chief maker and executor of U.S. foreign policy. Formulation of policy is a joint undertaking in which the President proposes, Congress disposes, and the will of the people prevails in the end. The State Department carries on its many activities in the name of the President, and he is in command of every procedure through which foreign relations are negotiated from day-to-day. He may make treaties with other countries with the concurrence of two-thirds of the Senate. Negotiation of treaties and executive agreements, recognition of new Governments and nations, selection and supervision of diplomatic personnel, adjustment of tariff barriers within statutory limits, direction of the U.S. delegation to the United Nations and communications with foreign powers, are duties filled by the President as Chief Diplomat.

Commander-in-Chief

The President is also Commander-in-Chief of the United States armed forces. Although only Congress has the right to declare war, the President can employ armed forces in activities short of war when he feels it necessary for the interest of the nation. In time of war, he is responsible for its conduct and for the choice of military commanders. In recent years, this power has also included responsibility for mobilising the general populace and national economy for war. The President embodies the constitutional principle of civil supremacy over the military in a free society. In addition to these essentially executive roles, the President is also regarded as the Legislator of the nation. The complex problems involved in modern legislation require that external guidance be offered Congress by the President. He also has the power to veto laws and send them back to Congress. This veto can be overridden by passing the law again by a two-thirds majority in each house. Many laws ultimately passed by Congress are originally drafted in one of the executive departments or President's office.

Head of the Party

Another function the President must perform is that of chief of his political party. Although this duty was not embodied in the Constitution or envisioned by its framers, the President must have effective control of his party to enact policies that he believes are best for the nation. While he is leading his party, the President must simultaneously speak as the "voice of the people"—the leading formulator and expounder of public opinion in the United States. He acts as political leader of some and serves as moral spokesman for all.

As "protector of the peace," the President has special responsibilities in emergencies. A flood in New England, a strike across the nation, starving cattle in the Rocky Mountains, a run on the banks—these and many other emergencies may require national action that must stem from the President. In recent years, the President has become known as "manager of prosperity." The Employment Act of 1946 gave him this duty, authorising him to "foster and promote free competitive enterprise, to avoid economic fluctuations or to diminish the effects thereof, and to maintain employment, production, and purchasing power." Throughout the executive branch are many functions bearing directly on the economy which must be coordinated and directed by the Presi-

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Administrator or Nation Builder

G.K.T.

There is a good deal of misconception about the word 'Administrator.' The picture that comes to one's mind on the mention of the word is that of an important-looking person, who is always dominated by a sense of his own superiority and the inferiority of others around him. He does not mix with ordinary people and prefers to sit in an ivory tower. He has an olympian contempt for the mortals below him. He feels that he has a monopoly of knowledge and ability in all matters and entertains a sense of patronising sympathy for others. Power he loves and always pines for more and more. And in the exercise of power, he does not generally show any regard for the feelings of others, especially the inarticulate masses. His loyalty to the Government he serves is unimpeachable and his anxiety to keep up the traditions of his profession is commendable. His industry is unflagging and his capacity to take pains is immense. He never takes things for granted and is meticulous about details. He always worships at the shrine of efficiency. He does not care for popularity. Duty first and duty last is his motto. This rough and ready picture of an administrator is based on one's experience with him under the colonial system. Under this system, he was answerable to his foreign master and he allowed nothing to stand in the way of discharging his duty towards the alien Government.

If, however, the real meaning of the word is taken into account, it will be clear that he was intended to play quite a different part. The English word administrator stems from a combination of two Latin words, namely, Ad Ministrare, meaning, to serve. The administrator according to this meaning is, to serve and not to rule. But the circumstances and the environment under the colonial rule were such that he was trained to rule and not to serve. Under the colonial system, the rulers were mainly concerned with keeping their hold on the people. In India under that system, it was not the welfare State that was underway but the law and order State or the Police State or the night watchman State. In order to maintain the hold on the people, administrators were expected to rule and not to serve. Man is a victim of circumstances and the administrator was the victim of circumstances in which he was placed.

But with the transition from a Police State to a welfare State, the role of the administrator also necessarily changed. In the welfare State, he is concerned not with ruling but with serving. He is to be a nation builder and not an administrator in the old sense of the word. It has to be remembered that he is engaged not in merely discharging the duties assigned to him but in the mighty adventure of building a nation. He is first and last a nation builder. Now what are the qualities that he should possess as a nation builder? Firstly, he should have the spirit of service. His eye should always be on service and not on material gains. Material gains are only incidental. In the Police State, his efficiency was tested from the number of papers he had disposed of or the number, of people whom he had punished or the amount of taxes he had collected. Now these are all irrelevant. The main point now is the extent of improvements

he had carried out among the people, the extent to which he has been able to change the outlook of the people, and the extent to which he had identified himself with the mass of people. Only a real spirit of service can enable him to achieve these things—a spirit which counts no cost or and which is not deterred by any obstacles. The nation builder should also possess other qualities which are no less important. In a country of numerous castes, communities and religions, he should be above all these things. These are fissiparous tendencies and it is his job to counter these forces. Again, he has to adopt a broadly human approach to every problem he has to tackle. He should remember that behind the files that he peruses, behind the statistics he peres over, and behind the rules and regulations he applies are human beings and in discharging his official duties he is dealing with human beings and not with inanimate things like pen and paper. This fact is often forgotten by many. Thirdly, he should look upon himself as the captain of a team and not the boss who can rule with an iron rod. The superior—subordinate relationship which was that of the master and the servant during the Police State regime has to be transformed into a partnership in the Welfare State. Building up a new India is an adventure in partnership. Everybody has to play his part not as superior or subordinate but as colleagues and partners. The captain of the team is to guide and not to boss. This is the essence of the matter. Fourthly he should not spare himself in the discharge of his duties. Only hard work can bring the vision of a Welfare State nearer. Economists say that work is wealth and hard work is therefore more wealth. In doing work, he should not try to shelve responsibility on others whether they are his subordinates or not.

The nation builder is always different from the administrator of the old type and the welfare State needs only nation builders. A nation builder has to look upon his task with a sense of dedication. He is not merely a wage earner. He is not merely an office-hand. He has a mission to fulfil. His task is a trust entrusted to him by the nation. Unlike the administrator his eye should always be on results. It is results that decide his success and not his knowledge of rules or procedure. Briefly he has to assume the role of a social worker in the Welfare State.

(*Continued from page* 22)

dent. On his shoulders lies the burden of preventing widespread economic dislocation and of coming to the aid of depressed areas. Finally, many look to the President to speak out for Free Nations of the world in their hopes and aspirations for peace and the opportunity to develop in their own way toward a better life.

"Confidential Reports"

Fallacies in grading

(CONTRIBUTED)

The grading of a person into the various categories (*poor, fair, good, very good, outstanding*), represents in essence the summation of the positive and negative sides of the evaluation of the work and personality of the worker to the extent that these are factually known to the superior officer. Practically speaking, the summation does not stop short of the positive and negative sides only but also covers the active and passive elements in the character structure of the individual to the extent that these are reflected in the writing of the Report against the specific queries. On the one hand, therefore, we have to see that the points against which the superior officer is called upon to express his considered opinion are made sufficiently varied and comprehensive so as to bring out the essence of the matter, namely, the personality of the office worker in relation to his functional role in the performance of his assigned duties. On the other side of the medal, we have to see that the summation is not effected as a process of recapitulation from memory stored up over a period of an year based on rather scrappy and mutilated observations, whose record is seldom kept in a connected manner either voluntarily by the officer out of a sense of duty and fairness towards the subordinate or in response to specific instructions of the Government to that effect. The categorisation of grading into a series of adjectives such as fair, good, very good, outstanding, is itself a serious shortcoming in the present system not merely in purely linguistic terms of having to conceptualise the entire performance and personality of the office worker in terms of a mere adjective but also in the sense of having to lump together the impressions covering a long period of one year under the head of a single adjective. Very often it is noticed that in large Government offices where the officer is called upon to supervise the work of several dozens of staff, his impressions are extremely fragmentary and even the arrangement that the Confidentials are recorded at various levels of officers does not do justice to the worker in the sense that each officer is called upon to supervise a larger number of hands than his capacities justify or that he can do justice in terms of the evaluation of their work systematically.

Developmental Profile

The question arises as to the optimum number of persons whose work an officer can supervise. This should normally speaking, not exceed 5 or 6 in a Section, whereas in some offices, this runs into dozens. In this process, the writing of the Confidential Reports becomes so routinised that even where detailed queries are put in the Confidential Report for the officer to answer, he washes his hands away by summing up his impressions in terms of any one of the adjectives and does not go to any length in elaborating his impressions. Those with experience gathered in the matter of Confidential Reports in Government offices have noticed that the summation that is done by the officer himself towards the end in terms of the,

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grading seldom reflects truly a positive conclusion arrived at after balancing the good and bad sides of the person's work or in the assessment of his personality. It emerges, therefore, that when the records of a person are scrutinised over a period of several years, it may not be possible to discern anything tangible to prove that successive senior officers have attempted the writing of Confidential Reports any more seriously than what they are compelled to do hastily at the end of the year by depending entirely on their fragmentary observations. It has thus become difficult, if not impossible, to get a clear picture of '*the developmental profile*' of the office worker's personality from his Confidential Records as these are seldom representative of either its aim or its purpose. It has further been noticed that wherever the office worker is called upon to work under different superiors within one year he stands not only a great deal to lose in terms of an objective evaluation even in the barest sense of getting a mere adjectival appraisement of the above categories but also runs a serious danger of getting away with a wholly bad Report from a superior officer who might depend more on his momentary prejudices rather than on considered observations in consultation with his predecessors in the matter of grading the subordinate.

Variable Factors

The knowledge acquired by a senior officer about the official performance of a subordinate is itself composed of several variable factors. The degree of variation is according to the total number of hours that he has watched the performance, the assimilation by himself of the observed data, dissociation of sentimental or purely personal considerations (such as, for instance, those based on the recommendations from higher officers for giving a subordinate member of staff a grading higher than what he deserves), the presentation of the facts objectively after conceptualising the observations in relation to the subjective evaluation and the outlook of the officer himself. To my mind variability of knowledge possessed by the officer at the time he writes the Confidential Reports is a fundamental factor which should be gone into in very great detail so as to leave no scope for thinking that it is all a matter of destiny or sheer chance for the subordinate to get a good or bad Report from his senior officer. The need for this is especially great in the Indian bureaucratic setup where several castes and communities and persons of diverse religious denominations mix together in the common effort to carry out Government's work. A certain amount of subjectivism is, no doubt, inescapable in any scheme of things, howsoever scientifically that it may be organised keeping the welfare of the office worker in view and more explicitly the avoidance of the projection of subjective values and sentiments in the writing of Confidential Reports. This is so for the reason that the stimulus of personal contact usually exercises a hold over judgment, as for example, the nearness of the subordinate to the superior in the work milieu and the capacity in which he is associated (e.g., stenographer and the officer, personal assistant and the officer, superintendent and the head of office, etc.). Nearness of associations seldom fails to condition the mind of the superior to the advantage or disadvantage of the subordinate. The phenomenon of stenographers belonging to one particular caste having risen high in the governmental hierarchy with the

advantage of having a separate service for themselves and with practically unlimited scope for further gravitation to higher posts is, to a great deal, due to the fact that systematically over a period of years, the stenographers, the Tamil Brahmins for example, have been posted and groomed for work of a higher type right from the time that the British Administration handed over its legacy to Indians. The very notable factor of the calibre of the persons has to be admitted in that they have been able to rise up to the occasion in manning important posts and even metamorphose their personality to suit changing times and situations. This is a concrete instance in which the subordinate officer or member of staff has benefited from the nearness of approach and work with a senior officer or head of the office by which the officer of the lower grade has stood to gain a great deal not merely in the sense of personal guidance and the sharing of experiences germane to the official work but also in a measure in getting successively good Confidential Reports over a period of years.

Linguistic Fallacies

There are certain linguistic fallacies also implicit in the way of giving grading to staff merely in terms of adjectives. These fallacies spring from the dominant modes of verbal thinking that is prevalent in government. A great deal of Government work such as is reflected in Governments notes and reports, is a product of verbal thinking in the English language. The speaker or the writer derives a great deal of self-stimulus from verbal thinking in the use of adjectives and phrases that are hackneyed and devoid of content. The absorption of English language is in effect in different proportions by various groups of people in India, not to speak of the very real differences as it reflects in the capacities of individuals to express or write in a foreign tongue. Apart from this, there are deep mental associations with words particularly those in ordinary usage such as good, bad, fair, outstanding, etc. When the grading is, therefore, done in terms of the summation of the Report into a mere adjective, it is more reflective of the execution of a kind of unthinking and automatic execution of verbal behaviour where there has been no pre-occupation with the content of the grading properly so called. Linguists also stress the role of self-editing in speech habits and also the employment of automatic devices employed to impress the listener or to make the meaning more clear to him. This is a universal phenomenon particularly in the English language that has been assimilated by Indians where there is considerable difference between the symbol and the word, the word very often falling short of the symbol and confusing thought and expression. This matter, however, cannot be gone into here. What is certain, nevertheless, is the fact that verbal thinking has unfortunately been sanctified in Government offices in India to the extent as to give it an important place in judging the character and personality of the office worker. This, therefore, points towards a necessity of altering the present patterns of giving the grading to the office worker and giving more emphasis on detailed categories of grading in relation to his work. To the extent that this short note provokes further thought in the direction of bringing about this much needed change, this writer shall feel gratified.

Training for Public Servants

M. G.

Training refers to the process of developing skills, habits, knowledge and attitudes in employees for the purpose of increasing their efficiency. There are different types of training. First there is Orientation training. This is mainly intended for new employees. A new employee reporting for duty for the first time is likely to feel out of his elements in his new environments. He may know little about the organisation he has joined; he may be ignorant of the rules and regulations governing the organisation or department. He may be all at sea in regard to the kind of work that he is expected to do. It is therefore necessary that he should be initiated into the mysteries of his department and this is the purpose of orientation training. There is an additional reason for this training. A new comer without any training has necessarily to depend upon senior people for guidance. Some of these seniors may be disgruntled people who have developed a sense of frustration. It is not unlikely that one or more employees may pass on their negative attitude to the new comer. Thus the virus may spread over the whole department vitiating the entire atmosphere. Orientation training is designed to combat these evils. It is not job training but only preliminary instructions of a general character. An Orientation training programme generally includes discussion on five or six key points. These are: (1) the overall mission of the organisation, (2) the basic organisational structure, (3) general conditions of employment, (4) grievance procedure, (5) incentive system, and (6) welfare services such as health and recreation programmes, credit facilities, etc. Apart from this, there are also job orientation training, the object of this being to educate the employee in the intricacies of a particular job.

The next is supervisory training. This is intended to assist supervisors to plan direct and improve the work of their subordinates. The supervisor is a teacher as well as an administrator. He should teach and guide people who work under him as well as administer—that is getting together all his subordinates as a team motivated by a single purpose and a common goal. Supervisory training includes discussion on human relations, principles of general administration, utilisation of men and materials, work simplification, methods to quicken the despatch of business, etc. The third type of training is apprentice training. The aim of this training is to impart trade or craft skills. In jobs where there is a constant demand for skilled hands apprenticeship is resorted to, so that there may not be any dearth of trained hands. Apprentices are generally taken from the ranks of those who have displayed special aptitudes. Fourthly, there is the administrative training. This relates to the discussion of general administrative principles at a higher level. It also includes discussion on management of men, materials, the human aspect of administration, and certain aspects of public relations work, etc. In addition to these types of training, there is the office methods training. This is intended to impart instructions in the management of machines and gadgets in an office.

Training has become the fashion in most of the Western countries. There elaborate programmes for the training of the various categories of public servants exist. In a way France showed the pioneering way in this matter. But countries like U.S.A. or U.K., have made considerable strides in this direction. Today as a result, few enter their jobs without training. Not only that, even after entertainment, abundant facilities are provided to enable employees to acquire greater and greater efficiency. In India on the other hand, there is little tradition for training for public servants. In the police State of the British period, there was little need for elaborate training. The members of the Indian civil service were well trained and their versatility and efficient intellectual equipment ruled out the need for any serious type of training. In the lower rungs of the ladder people who entered learnt by a process of trial and error. The absence of an elaborate training system was not acutely felt at that time because the functions of the police State were of a restricted nature and a knowledge of the rules and regulations, was enough to do one's job satisfactorily. Rules and regulations were the passion of bureaucracy and these were so numerous as to provide a solution for every emergency. Things, however, changed fundamentally after Independence. The welfare State was envisaged and the State came to assume responsibility for a number of new things. The very outlook of the public servant had to change and the nature of his responsibilities postulated a wider mental and intellectual equipment, topical knowledge of men and things, a wider horizon and a broader outlook. It is an axiomatic fact that no category of public servants in a welfare State can do their jobs without training or without keeping themselves abreast by a process of self-study or self-development. It is unfortunate that there is no adequate recognition of this fact in our country at the present day In the case of I.A.S., the suggestion has often been made that they need a longer period of training and a period of stay abroad. At present, some of them are put on special jobs without training. The complaint of the inefficiency of the public sector is largely traceable to the lack of men with proper equipment to man top jobs. The reorganisation of the training of I.A.S. and the need for giving them special training before they are assigned to special job is a matter that should receive the urgent thought of the Ministry of Home Affairs.

Not more satisfactory is the method adopted in the matter of lesser jobs. In the matter of clerical jobs, however, there are training schools here and there. But in the case of Block Development Officers, Public Relation Officers or assistants, Small Savings Campaign Officers, etc., very little emphasis has been placed on previous training or the aptitude of the recruit for the type of job he is put to. In most cases, jobs are placed outside the scope of jurisdiction of Public Service Commissions. What is more tragic is that little attention is paid to the improvement of the equipment of a recruit when once he has been entertained in service. The recruits also are not keen on making efforts to improve their efficiency. For they think that without making such efforts to become more efficient, they can achieve their official advancement. The public servant of the present day is anything but not studious. This is the case almost with all categories, high or low. Even when Governments ask him to purchase journals or books, he hardly

(*Continued on page* 34)

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

(UNICORN)

VII

This is the concluding part of the series.

There is no doubt, that the I.A.S. officer is subjected to certain handicaps from which his counterpart of the British period was free. There was then no political executive, the executive being manned by administrators trained in the art of modern administration and imbued with the highest ideals. There was also no alert public opinion seeking to jump at the smallest lapse of the bureaucrat. There was no interference by party politicians in the day-to-day administration. In the discharge of his official duties, the I.C.S. officer was not fettered by any outside interference or political handicaps. Now the tables are turned. There is a sharp decline of moral standards allround since Independence. And the I.A.S. officer cannot be completely immune to it. Secondly, politics and administration have got mixed up. The administrator has always to reckon with the pulls and stresses from the political side. The politician is sometimes swept away by the temptation to dominate the administrator. He deludes himself by thinking that under democracy, the people are the masters and representatives of the people can therefore dictate to administrators. He does not remember the fact that administration and politics are different and the spheres of both are widely separate. Thirdly, there are the certifugal forces that have come into being during Independence. These forces include regional rivalries, linguistic fanaticism, and communal bitterness. Each of these exerts its impact on the administrator. A good deal of intellectual and mental strain is therefore necessary for him to steer clear of the shoals and sandbanks provided by a welter of conflicting forces and factors. His responsibilities are also heavy. He has to take an active part in building a new India. His main responsibility is to assist in this magnificent task. As an administrator, he has to deal mainly with three categories of people; firstly the political executive to which he is answerable; secondly his colleagues and official superiors and thirdly the public. To all these, he has to adopt different approaches. As an administrator, his main duty is to advise the political executive in all matters for which he is responsible. In this, he has to be frank and forthright. He is the repository of administrative experience and tradition. His role is that of an expert and the role of the political executive is that of a layman. He should play the role of the judge addressing the jury. He has to place all the aspects of a case before the Minister. He should not suppress a fact because it may be unpalatable to the Minister or his superior. A bureaucracy cannot be servile under any form of Government and under democracy it is suicidal to public interest to be servile. Under the old Hindu Kings, the Minister who gave unsound advice to the king was severely punished. A bureaucrat should not sacrifice public interest on the altar of his individual safety. When once, however, the advice tendered was not heeded and a different line of action was adopted,

the administrator or the civil servant must fall in line and throw his heart and soul in implementing what has been decided. Any lukewarmness afterwards is reprehensible. In the United Kingdom, some measures of the Conservative Government were undid by the Labour Government. And the same civil servants did it. They simply carried out what the ruling Cabinet had decided. Secondly, in dealing with his subordinates, he has to be very courteous. Administration is co-operative effort in which a group of people work towards a common purpose. The co-operative effort can be mobilised only if the human aspect of administration is kept in mind by the civil servant. The subordinates are not mere dolls to be manipulated as an administrator likes. They are human beings with flesh and blood as every other human being is. This fact cannot be over-emphasised. As regards his relations with the public, he should conduct himself as a Welfare officer. In a country of numerous castes, communities and denominations, he has to be strictly above these considerations and must cultivate a cosmopolitan outlook. For a civil servant, to cultivate communalism is the worst sin. At a time when Government is trying to evolve a casteless society, he will be putting back the clock if he indulges in communalism. Impartiality was the sheet anchor of the British civil servant in India. It should be more so now.

In a welfare State, stress should always be on results. There is no question of keeping the waggons moving. The waggons have to be taken to its destination and unloaded. Then only one can say that results have been achieved. Unless the eye is on results, the building of a welfare State block by block will be delayed indefinitely. A mighty task is awaiting the civil servant today. The future of the country depends on the way in which he is able to discharge this task.

Regarding what ought to be the ideals of a good civil servant, Finer may be quoted. "The civil servant must believe that public welfare is his sole end and that he is not entitled to spiritual and material adventures which conflict with this end. He must subdue desires for alternative satisfactions which are incompatible with public welfare—since only what best serves the State is only best. It is breach of official faith to show favouritism or jealousy in the course of his official duties, on grounds of race, creed, class, sex or family ties, etc. The use of his leisure would need to be such as not to unfit him for the best performance of his duties. His inventive faculties must be continually kept at their fullest stretch. His imagination must as far as it can see through the forms and oral and written reports to the human realities they represent. Tolerant and kindly to those below him in rank and to the public he serves he must use his official authority no more than the interest of the State service requires and suppress the impulse of personal domination since his command is held only as a trust for society."

Bad Administration

Where the peoples' affairs are not administered well the people perish.

Chinese proverb

Rambles in Officialdom

(CANDIDUS)

XI. Responsibility

In official jargon 'Duties' and 'Responsibilities' go together, though one of the meanings of 'Responsibility' in the dictionary is duty itself. Duty is a thing that must be done and responsibility is a matter that must be answered for. The necessity for answering should come only if there is a fault or default—a matter of commission or omission in doing one's duties. In any administrative setup, the question flows down from the higher level and the answer must go up from the lower one; anything in the contrary direction is of no consequence. From the administration's point of view, therefore, the question is more important than the answer. The very fact that a question itself was raised may itself be significant. In fact, all damages proposed to be done start only with questions. It cannot be forgotten that often questions may be put merely for exhibiting one's authority, leaving alone those questions of a 'Rhetorical' class put by some bosses the answering of which itself may be received with ill grace. Thus responsibility is a very ticklish affair in government service. In this context, I am reminded of an incident when one high-up on a visit to a station went on plying a number of questions of fact to the local Class I officer who unable to answer them kept mum. But the high-up would not leave; he tried other questions. The situation was embarrassing in the extreme to say the least about it. Perhaps the local class I officer was right in not answering them, thus betraying his ignorance, however, much he regretted his unpreparedness for this kind of thing. Perhaps the high-up was also right in expecting that a class I officer should be more responsible or at any rate more responsive; and he was really nonplussed by the silence. Unfortunately the incident occurred not in the *sanctum sanctorum* of the class I, but right in a common place in an office, with an underdog hanging about within earshot. When the situation developed thus, the underdog also could bear it no further; he sought the excuse of both the officers for stepping in the situation and answered all the points to the satisfaction of the high-up and brought relief to one and all. The incident has been quoted not to run down the class I, but only to point out how the system of joint responsibility (of a pattern similar to that which should obtain in the cabinet system of ministries) should be applicable to such situations.

In another—and static—sense 'Responsibility' is thought of as a load or burden that one carries in the discharge of his duties. It is generally assumed that the higher the office, the heavier is the responsibility. Nothing can be farther from truth in this bureaucracy of ours. It may be that the higher the office the 'Taller' may be the responsibility, but its weight can crush no single individual. Remember the taller the structure, the more are the columns supporting it from below; and 'Responsibility' can after all be shifted by the unscrupulous on others' shoulders; and thus we often hear of the fixing of the responsibility on someone for something which has happened. Responsibility in government service, like the joys and sorrows of an individual in a community should truly be shared to make official life worth living. Do not forget, however tall his claims may be, that no single Atlas is there to bear the whole burden on his broad shoulders.

Lessons in Community Development

KURIANSON

iii

Rural Experiments in the past—(*Continued*)

Question. Were there any other experiments in rural uplift during the British period?

Answer. There were efforts of varying proportions in different parts of India during the British period. They were mostly haphazard and the result of the enthusiasm of individual officers. There was no continuity of policy in these matters. For instance, one Collector or Deputy Commissioner interested himself in building roads in rural areas. But after he left the district, roads ceased to interest his successor. He was interested, only in improving water supply. So he concentrated on it. But he also left after two or three years and his successor switched on to opening new schools. He tinkered with the problem during his regime and left. And his successor was not interested in anything except his routine responsiblities. Thus no headway was made due to sporadic efforts. There was no settled policy and no organisation to carry out the policy.

Q. Am I to take it that only the Government of the day took interest in rural uplift. People talk of the wonderful work done by missionaries in this field. Can you give some facts about it?

A. In the case of missionaries also it was a case of individual enthusiasm. Social work was only incidental to their religious work; nevertheless, organisations like the Y.M.C.A. did solid work in the field.

Q. Can you please specify instances?

A. I can cite the case of a pioneering effort in the case of a Y.M.C.A. In the twenties of this century, the Y.M.C.A. at Marthandam cut new grounds in the field of rural uplift.

Q. Will you please let me have some details?

A. Yes. Marthandam is a rural area, some 25 miles south of Trivandrum, the capital of the Kerala State. This area is now in the Madras State. Then it formed part of the Travancore State. Marthandam was located in a completely rural area. The people eked out a difficult livelihood. The place was selected by the Y.M.C.A. for rural uplift work under the guidance of Spencer Hatch. Its backwardness was the main point for its selection. The main objectives of the work were fivefold, namely; mental, spiritual, physical, economic and social. The keynote of the work was *self-help* and *intimate expert counsel.* These terms need explaining. Self-help has to be inculcated because spoon feeding may demoralise the rural folk by weakening their self-reliance. Self-help on the part of villagers can be developed only if villagers are given a share of responsibility in doing the work. Towards this end, village associations were formed and they were made responsible for the implementation of schemes. Over the village associations, there was the regional development association. Now about what is termed *intimate expert counsel?*

This means, sincere advice to villagers. This sincerity will alone appeal to the rural people. To quote a recent author, "Confidence is the secret of all success in the work of this nature. So many organisations fail in their mission however noble or just their cause may be because they never get close to the villagers. Leaders and workers in these organisations assume an air of superiority with the village people and the simple village folk are afraid to approach them. Unless the welfare workers place themselves on a level with these simple village people, unless they sit down and discuss with them their problems in their humble cottages and accept their simple and genuine hospitality, they cannot expect to lift them to a higher plane." These observations are significant and gives the real clue to success in village uplift work. Those in charge of the Marthandam experiment, strictly adhered to this maxim and their success was mainly due to that. They were able to mobilise the cooperation of the rural folk. The rural folk came all out to share in their efforts.

Q. How was the work started and carried out? I want to have some informative details.

A. A detailed programme was chalked out before the work was launched and this programme was strictly adhered to. I shall deal with these in some detail in my next lesson.

(*Continued from page* 29)

bothers himself. Even when trouble gets them, he hardly takes the trouble to study them and acquire knowledge to improve his efficiency. Others think that reading or study is not necessary for their job. It is this outlook that constitutes the largest single handicap. Though this fact is widely recognised in responsible quarters, very little has been done to remedy this state of affairs. This is in sad contrast with what is taking place in other democratic countries. There every facility is afforded to a public servant to improve his equipment by training or self-study and those who possess intellectual gifts are singled out and given encouragement. Generous facilities are provided for all classes of public servants and it is up to all to take advantage of such facilities. Those who are ambitious, seize them with avidity :

> The heights by great men reached and kept,
> were not attained by sudden flight.
>
> But they while their companions slept,
> were toiling upward in the night.

In the circumstances obtaining in this country incentives for self-development on the part of public servants have to be provided by Government. Here the main brunt of responsibility should fall on the Union Government. The States always plead lack of funds and they often find it difficult to embark on large schemes in this direction. It is therefore incumbent on the Union Government to devise measures by which public servants are provided with facilities for promoting their intellectual growth and thereby their efficiency. Planned action is urgently called for in this direction.

On Administrators and Administration

The Executive

The harmonious relations between the permanent services and the political executive consisting of politicians representing the people, is a matter of utmost importance. In an Infant Democracy like that of our country, this is a matter of greater importance. Speaking on this aspect of the matter, the Chief Minister of Assam said sometime ago : "I am of the firm opinion, that it is not enough for a public servant merely to carry out the decisions of Government. He should not consider his duty to be over as soon as his advice has been noted on the file. He should not develop an attitude of apathy towards what the political leadership has to offer nor associate with himself all the knowledge which governmental processes necessarily contain. He should not consider mere adherence or application of rules and regulations to be an end in itself. When rules have been long in operation and have been made by men of considerable experience, it is difficult to resist their authority, but the scale of the modern State, the vastness of its services and their multiple contact with human life demand a bolder approach and outlook, courage, and initiative to bring about changes in procedure and design of the State's machinery. This courage and initiative must come from our public services. You must have noticed that whatever form the political executive of a State may take, the burden of responsibility and criticism largely falls upon the administrative machinery. This responsibility has to be adequately discharged to the satisfaction of our people. The criticism has to be faced squarely and satisfactory account of all deficiencies rendered. I believe that much of this will be far easier if our public services give to their work this honesty of approach about which I have spoken. This, in my opinion, is far more important than our fight against bribery, nepotism, redtape and various other visible and oft-criticized forms of corruption. These ills are the result of our inadequacies of character, social structure and rapid economic development and are fostered by the deficiencies of the administrative machinery. They can be largely eliminated if our administrators develop the positive and honest approach towards their respective tasks."

Churchill as an Administrator

It has been said of Winston Churchill that he was not only a good politician but also a sound administrator. As Minister of the Navy, he devised special red labels with just three words printed on them, "Action this day." This ensured that any important document on which he wanted immediate information would be dealt with at once and the reply was expected to be on not more than one sheet of paper. He had always a lively sense of duty. In the midst of the war in March 1941 there was a proposal to give a few weeks' holiday to senior civil servants who had been carrying on a heavy burden. Mr. Churchill in this connection remarked. ".... I confess that I do not understand how anybody privileged before history to play a part in the mighty struggle can bear to be separated from duty for even five minutes." Churchill has a rich sense of humour. It has been said that the conflict between totalitarian and democratic countries is at bottom a conflict between those who could laugh and those who could not. The rich humour of the British people under Blitz was the conclusive weapon against war. Laughter it has been said is of the essence of democracy.

For an Administrator's note-book

Good and Bad Administrator

Bad Administration has the following characteristics : The bad administrator feels he has absolute power which he may use as he pleases. Since he has power, he assumes his decisions are correct because he makes them and denies others the right to question them. His ego is inflated, and he desires only immature relationships in which he is spoiled, fawned upon and pampered. A bad administrator wants timid, weakwilled co-workers whom he can dominate without difficulty. Any sign of independent thought or judgement is taken as a threat to his authority and potential if not actual insubordination. For this reason he selects persons of only average ability who he feels cannot compete with him. In this group he will probably have one or two favourites who serve, among other functions, as agents for the discovery of insubordination among the staff, and this leads to the formation of cliques and a general atmosphere of instability and suspicion. The bad administrator is not troubled by the fact that such a policy limits his outlook to his own point of view. A bad administrator has feelings ranging from paternalism to contempt for those with whom he deals. He accepts without further thought the idea that his power makes him superior to them and that he need not "take" anything from anybody. He never feels that his actions may cause his office to lose dignity by appearing to take on the defects of characters which are his personal failings. He has no inhibitions about reprimanding his subordinates in front of their co-workers or otherwise causing them to lose face. A bad administrator trusts no one, delegates only such duties as he cannot possibly find time to do himself, and harasses his assistants for fear that they might act on their own initiative and do something of which he would not approve. There are no policies for them to carry out, other than his individual decisions, and even routine business causes a series of crises. If charged with inefficiency he will complain that his subordinates are lazy and untrustworthy, so that he must spend a great deal of his time frustrating their evil designs. A bad administrator—takes heroism on the part of his staff for granted. He assumes their devotion to him to be such that they will do anything he asks of them, however, unreasonable. On the other hand, he reserves the right to formulate policies which run contrary to their best interests. He assumes the right to try, judge and punish those who do not act as he desires. If, as a result of this, staff morale is not high, he takes this as a further sign of wickedness on their part. A bad administrator assumes that his power is limited only by his superiors (to whom he shows respect when necessary and hostility on other occasions). He is not responsible to anyone under him or to whom his actions might apply. He makes his own policy decisions, sometimes inviting participation from those likely to be affected, but never allowing their opinions to alter his own views greatly. He feels his subordinates are to be used as instruments for the execution of his designs.

A good administrator is first of all a good man. It is impossible to combine the qualities which make for the suc-

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Why Warehouses?

Every child is told "You cannot eat your cake and have it too." All our lives, however, we try to get the best out of what we have parting with as little as possible. For the first time Warehouses have made it possible for the Kisan in India to obtain ready money and at the same time to hold on to his agricultural produce till such time as prices are favourable. Warehouses, moreover, provide facilities for scientific storage and grading. Scheduled banks provide credit on the strength of the warehouse receipt at attractive rates of interest. Warehouses are meant to help the Kisans and their cooperative societies, but they accept custom from traders also. Often one hears that traders take greater advantage of the facilities provided by warehouses. This is true to a certain extent. But warehouses cannot remain vacant and suffer losses just because sufficient numbers of Kisans do not come forward. While, therefore, making efforts to popularise warehousing among Kisans, they accept custom from whatever source it comes. As cooperative societies become stronger and the message of warehousing spreads, the percentage of cooperatives and producers among the despositors is bound to increase.

Location of Warehouses

A detailed investigation precedes the opening of every warehouse. Places which offer sufficient "potential" for warehouses with an average capacity of 5000 tons or more are ear-marked for the Central Corporation while the smaller centres are left to the State Corporations. A potential centre is investigated from the point of view of the commodities handled, the pattern of trade, its volume and the duration for which storage facilities would be required and the banking facilities available. In the beginning the warehouse is hired accommodation while its potentialities are tested. Steps are soon taken towards acquiring land so that a warehousing building might be constructed

Plans

The Central Corporation has so far set up 37 warehouses in hired accommodation with a total storage capacity of about 61,000 tons. By the end of the current financial year the Corporation would actually own buildings at 7 places with a storage capacity of 34,600 tons. Construction of warehouse buildings with a total storage capacity of 76,800 tons is to be taken in hand during the next financial year at 22 more centres. By the end of the 3rd Plan, the Corporation expects to have 95 warehouse centres. Some of these will be specialised storages and cold storages and most of them would be in buildings constructed by the Corporation. Similarly, State Corporations have so far set up about 200 warehouses. By the end of 3rd Plan these Corporations should have 600 warehouses, 400 being housed in their own buildings.

Do Warehouses have a future?

It is only for three years that the Central Corporation has been functioning. In the case of most of the State Corporations this period is even less. The achievements during the short time may not be spectacular but they are encouraging. The teething period is now over, initial obstacles have been overcome and the Central and State Warehousing Corporations look to the future with hope and confidence. Scientific

storage of sixty odd agricultural commodities is pioneering work. As the years go by, techniques for their storage will be improved. As the list grows, new structures may have to be devised for their storage, and specialised research conducted on the pests which affect them. Similarly, it may be necessary to extend the service provided to the depositor. Easy transport facilities, help in marketing, providing regular market intelligence and facilitating credit are the directions in which improvement seems possible. A significant step last year was the opening of a Central Warehouse at Theog in Himachal Pradesh for the storage of a perishable commodity—potatoes. In the first two months of its existence, about 4000 bags of potatoes were stored. The warehouse has already proved popular. There are plans for setting up specialised storages for potatoes and other commodities which cannot be stored in ordinary warehouses. As, therefore, the network spreads and services expand warehousing is bound to play an increasingly important role in our rural economy—providing scientific storage and credit facilities to the producer and exercising a generally stabilising influence on the prices of agricultural commodities. By saving foodgrains from deterioration, warehouses help the nation's crusade for self-sufficiency in food. They not only save foodgrains, but also protect the Kisan and help him in securing full value for his produce.

Test of democracy

The test of democracy is to utilise government and still retain our precious individual freedom.

H. D. SMITH

(*Continued from page* 36)

cessful performance of administrative duties with a bad character. A good administrator wants to be a part of a strong team rather than a strong man standing alone. He selects able and creative persons as his co-workers, co-operates with them in a "give and take" relationship, and desires the efficiency and broad viewpoint that is possible when several first-rate minds are analysing a situation. He realises that any one person, however, able, will be limited in both his outlook and his ability to deal with various types of problems effectively. A good administrator has respect for all those with whom he deals. He respects them, first, because he believes in the fundamental dignity and worth of every human being, and second, because he believes that a person should be treated with consideration, not only for what he is but for what he might become. He realises that when he acts in his official capacity it is his office and the larger institution of which it is a part that is acting as well. He will not allow either to appear in an unfavourable light—G.R.W.

Cooperatives and Rural Prosperity

Indian Visitor's Impressions

The prosperity of the country-side in the Federal Republic of Germany is due in a large measure to the energetic working of agricultural cooperatives founded by Friedrich Wilhelm Raiffeisen (1818-1888). *In the following article, Mr. H. L. Gupta, President of the Jammu and Kashmir Co-operative Union, who studied the working of some of these co-operatives during a recent visit to Germany, describes the services of such a Co-operative Society in a village he visited.*

Mr. H. L. Gupta writes : I had a chance to see the present German Raiffeisen organisation, its institutions and primary societies, on the occasion of a study tour arranged by the German Foundation for Developing Countries. The study tour took place at the end of a seminar on agricultural cooperatives held by this Foundation last summer in Berlin-Tegel. On my return from Germany, where we were offered all possible facilities to receive first-hand information through lectures, discussions and tours about the development of agriculture, I cannot help expressing my admiration of the great efficiency, remarkable success and the scientific manner in which the agricultural cooperative societies are working in the Federal Republic of Germany. The remarkable feature of these Societies is that they are not Government-sponsored institutions but have come into existence because the people feel that they, by their own efforts, can better their lot and all Cooperative Societies are set up purely on the principle of self-help, (one for all and all for one). Not only the towns but nearly all the villages in the Federal Republic of Germany have Cooperative Societies which run banks to advance credit to the members, look after the small farms, market their produce and take care of the general welfare of the members. The Societies not only secure the members but also compete successfully with the private enterprises in the reduction of cost and expenditure. Wherever we went, we found the farmers in the villages quite happy, healthy and well off. They work hard. They are not content merely with the agricultural produce, but grow fruit, carry on poultry-farming, fatten pigs and cattle and thus add to their income by taking up subsidiary occupations. About 15 miles from Kassel, a big town in Middle Germany, we visited a village called Besse, with a population of about 2,200 people. The Raiffeisen Bank, Bessee, has 300 members of whom 100 are farmers and the rest are labourers who go to Kassel every day for work in industries. The Society started working in 1931, and in the beginning there were only 30 members, each having 4 to 5 hectares of land (one hectare is equal to 2.5 acres). It did not distribute its profits but built them into capital stock which is at present DM 12,94,000. The Society has built up two warehouses in which the fertilizers and foodstuffs are stored. This is a multipurpose marketing and credit society. The members pay 8 per cent interest on the loans they receive. The Society sells fertilizers to its members at a price 15 per cent lower than the market price and helps them at the time of need with

good seeds also. Besides this, there is a washing machine which has been installed for the village women, who are as active members as the male ones and derive all benefits in the same way. I was glad to find 50 women members in this Society. It is a small, clean and neat village with houses built in rows and at equal distance. All the houses have their own orchards and vegetable gardens.

We visited the house of a small farmer, Mr. Kochler, who has a family of four persons, himself about 60, his wife about 55 and two young sons. He owns about 6 hectares of land. He hires additional labour at the time of harvest. We were surprised to find that an average German farmer has all the modern comforts in his house, gas kitchens, bathing tubs, musical instruments like piano, etc. The house of the farmer is about 130 years old, but it is properly maintained. The farmer is leading a happy life. He has thirty hens each of which lays two hundred eggs a year. He grows four tons of potatoes per acre. He has five cows, 11 swine and gets 4,900 kilograms of milk per cow. He sells about 15 to 20 pigs a year through the Cooperative Society. We were really delighted to see in this small village cycles, motor cycles, cars and buses. Farmers were using tractors on their fields and everything was being done methodically and scientifically, with the aid of up-to-date modern appliances. I saw the village nursery school also, where children between the ages of three to six are looked after. The working women leave their children in the nursery and take them home in the evening. The children get their refreshments in the school. The village government spends for the building and the heating arrangements. This school has an area of 1,700 square metres on which about 120,000 DM were spent. At present, ninety pupils study here. Germany offers an outstanding example of the great benefit which can be achieved by means of multipurpose service Societies. Cooperative Societies of the Raiffeisen type will also help the numerous small Indian farmers to overcome their daily difficulties and their undue poverty. There are nearly 23,000 rural Cooperative Societies in the Federal Republic of Germany. About 11,000 of them are cooperative credit institutes and about 12,000 are purchasing, marketing and trade cooperatives. At the end of 1959, the credit institutes held deposits of about 8,000 million D-marks.

Public servants

Public servants should be self-effacing. They should be unambitious in the narrow sense of the word and ambitious to get the job well done, to get problems solved and results achieved.

ANON

View-points

Public Relations Work

Employment of Political Sufferers

In Punjab a number of public and political workers with a record of active participation in the national struggle have been employed in the Public Relations Department for promoting Punjab Government Publicity. In view of the fact that due to imprisonment and other reasons these persons could generally not acquire the educational and other qualifications, these posts have been declared to be out of the purview of the Public Service Commission. The posts are, however, temporary and the persons thus appointed are not confirmed and when they have to be confirmed against a permanent post they must pass the Public Service Commission's test. After appointment, the publicity workers are required to give up all connections with political parties and carry out their functions as other government servants and they are subject to the usual rules and regulations regarding their conduct as public servants. It has been suggested in some circles that this system of recruitment on *ad-hoc* basis of political workers by the ruling party is an unhealthy practice inasmuch as it may lead to the spoils system; it may interfere with the loyalty of the public servants towards the State or the Government as distinguished from the party or persons running the administration; the men (and women) thus recruited are generally found to be below the mark and they do not observe proper discipline and decorum in government service; it is against the conventions of Parliamentary Democracy and its further extension to other government departments is highly undesirable.

Publicity or Public Relations work, particularly in the context of the functions of welfare State in post-independence India, is comparatively a new development in Punjab administration as inherited from the days of the British bureaucracy. The State is no longer merely an agency to collect the revenues or to maintain law and order—it participates fully in the life of the people and works on the principle of complete identification with the people on all fronts. The active association of those public workers who have intimate contact with the masses in particular areas is more helpful in promoting official publicity, because, on account of illiteracy or poverty a large number of our people cannot take advantage of the press or radio or other audio-visual media of publicity. Through years and years of active participation in people's struggles and voluntary social service, these workers enjoy the confidence of the people of their villages or tehsil and naturally a word from them evokes greater response from the people than appeals through any other medium. The publicity workers, who are generally drawn from the ranks of political organisations, are fully conversant with technique of propaganda employed by the anti-government or anti-national parties in the course of their agitations or campaigns for organised breach of law. This aspect is of particular importance in the States because law and order is a State's subject

and any political question becomes a law and order problem when it is picked up by any party as an issue for agitation. While normally any threat to law and order is dealt with by the police, it becomes also necessary to initiate publicity through the agency of the publicity workers to counteract the anti-government propaganda of interested parties and also to justify the action taken by the government to meet the law and order problem. In such a situation, the publicity workers play an important role because they knew the tactics of the anti-government parties and are in a position to deal with them effectively. Millions of rupees spent on mighty projects like Bhakra Nangal would have gone down the drain if the propaganda of the interested parties against these projects during the anti-betterment levy agitation in Punjab had gone unchallenged. In a way, thus the publicity workers have played as vital a role in the success of these projects as the engineers and dam builders themselves. The success of the government in Punjab to counteract effectively the propaganda front, the activities of the anti-government parties, is due mainly to the efforts of the publicity workers.

The success of the Punjab experiment in employment of political workers for promoting official publicity leads us to consider whether they can similarly be helpful to the government in implementation of national plans, particularly in the domain of people's participation for the achievement of given targets. It may be stated in this context that the traditions and conventions of Parliamentary Democracy in the Anglo-Saxon sense are not relevant to the problem because the State in India is not a *laissez faire* State of the classical type. Moreover, the usual method of selection through the Public Service Commission is not always infallible and the principle of making *ad-hoc* appointments in case of exceptionally qualified persons or for technical jobs of a special nature is universally accepted. The case of appointment of political workers may be considered from the same point of view also. Besides, India is a welfare State and it is committed to national planning. So far only the totalitarian States have achieved success in this domain. India's experiment to have a planned economy through a democratic process is unique and requires originality and imagination on the part of those who have to work for its success. In the totalitarian countries, the party and the State are practically interchangeable terms, and the party accepts the responsibility to implement the government decisions or *vice versa*. The party machine bridges the gap between the government and the people and the party workers called agitators or "*agit props*" in the U.S.S.R. are detailed to farms and factories where they have contacts with the common citizens and by personal example and propaganda help to increase production or to implement other programmes of the government.

In India, the nearest approach to an "*agit-prop*" or the "*agitators*" in the U.S.S.R. sense is the political worker who inherits the traditions of the constructive programme of the days of the struggle for freedom and is deputed to work in a particular area for creating plan-consciousness among the people. Political workers thus employed will help to develop harmony and cooperation between the people and the government just as the party machine does in totalitarian countries. The only difference is that political workers in totalitarian countries work for the party through the government or *vice versa*, but in India, the political workers after their services have been enlisted work for the government and not for the party. In view of the unique nature of India's experiments in planning on democratic lines, her line of action has to be unorthodox in many ways and perhaps the employment of political workers for the implementation of national plans is one such line of action. Political workers who undertake to work for the national plans under the aegis of the Government feel inspired by heritage left by the Father of the Nation in leading a life of dedication. They have to present examples of ideal citizenship through work and service. They do not and should claim any special privilege for themselves and they must work among the people and their job is to build up the morale of the people and raise the level of production. To those among the political workers who belong to the ranks of freedom fighters, the opportunity to work for the National Government will mean the fulfilment of long-cherished dreams. They suffered great privations in the past to bring about freedom. They will, it is expected, carry on their work with the same idealism which inspired their actions during the days of the national struggle. The active association of political workers, in this background, with the community development plans at the village or the block level will salvage the real missionary spirit of the Community Development Movement from under the crushing pressure of departmentalization. It will also give a much-needed orientation to the block staff or extension personnel in their dealings with the people and inspire them with a proper perspective of their work as an integral part of India's national plans—R.

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"CONSULT US WITH CONFIDENCE"

New Administrator's Library

KERALA GUIDE AND HANDBOOK Published by Joseph Thomasons and Co., Ernakulam, Price Rs. 2.

Kerala has been described by a former Viceroy as the garden of India. Its lakes and lagoons, hills and dales, undulating plains, and green vegetation, monuments of archæological interest and centres of religious pilgrimage, make it a Paradise for tourists. The smallest State with a density of population head and shoulders above all other States in India, Kerala's percentage of literacy exceeds that of any other State in India. It is more than 40%. But tucked far away in the south, it is not well within the beaten track of the cold weather tourist. But things are improving after Independence from the tourist point of view. The present publication gives interesting facts and figures about Kerala. It also deals with the land, the people and the historical background of the State. It throws light on some of the developmental activities of the State. The publication is of more than tourist interest. Those interested in trade and industry may find in it enough interesting information—K.

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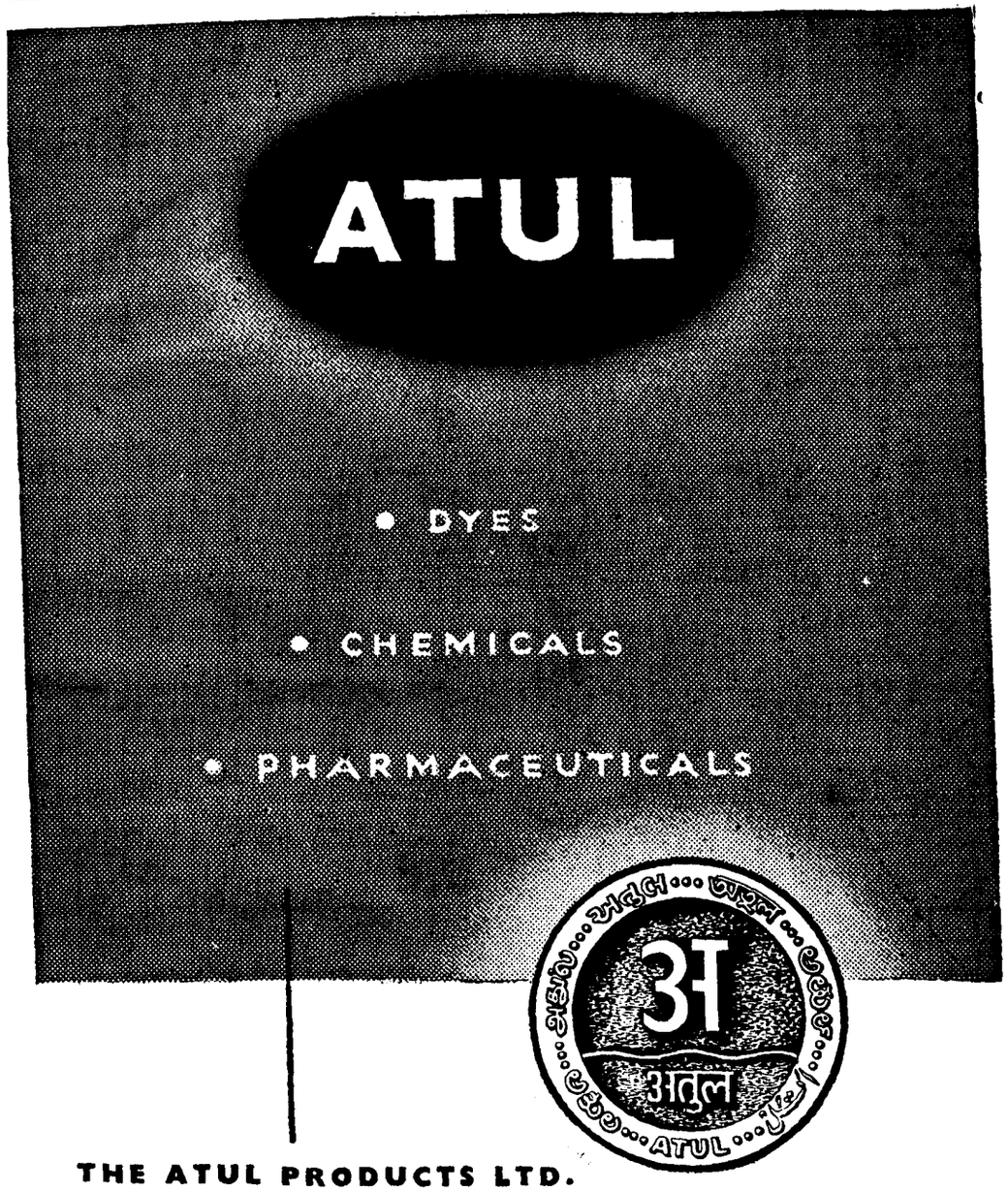

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