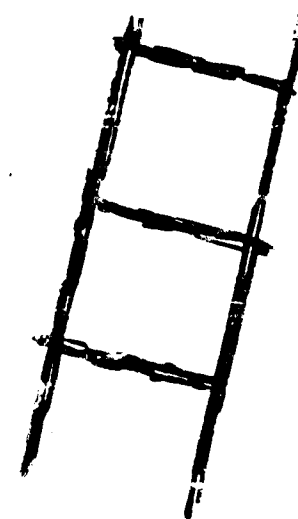
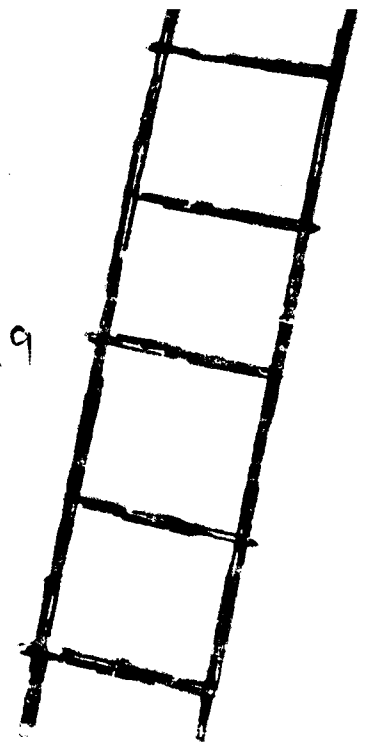


THE NEW ADMINISTRATOR

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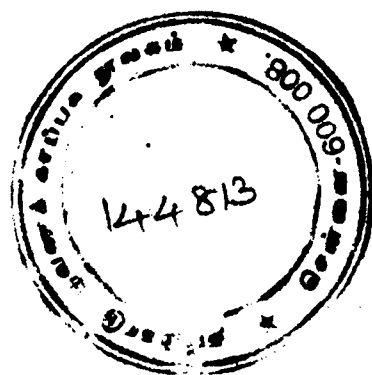
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POLITICS AND ADMINISTRATION

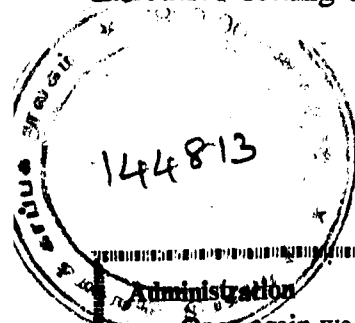
"It is not in the country's interest that political parties should intrude into the business of co-operation. I have heard of elections in some co-operative banks and societies being fought on party lines. Nothing can be more fatal to the co-operative spirit than political partisanship" observed the Governor of the Reserve Bank at Nagpur recently. He emphasized the need to develop the soundness of co-operative organisations by providing dedicated leadership and hard work at all levels. He said that if Ministers, members of Parliament and members of State Legislatures were known to be dedicated to public welfare, their faith and enthusiasm would be transmitted all down the line. As regards the official class he said that to some extent the quality of officials was affected by the manner in which they were handled by men holding Parliamentary Office but to a large extent they could by their own behaviour regulate the quality of the Bureaucratic machine that is to say create a clean and efficient administration.

There is no doubt that what our country needs today more than anything else in the sphere of administration are dedicated men and hard work. Both these are wanting primarily because of the intrusion of politics into administration since Independence. It is a well-known truism that when politics enters administration by the front door efficiency escapes by the back door. There is no doubt a widespread realisation of this fact ; nevertheless even after more than a decade of Independence the complaint is still heard that many administrative issues are decided on the basis of political considerations. So long as this is the case it is hardly possible to make any progress despite all our plans and programmes. The Governor of the Reserve Bank has rightly

emphasized the importance of example by those holding Parliamentary offices. In Administration especially the pace is set by those at the top. If public servants were more hard working before Independence it was because the Civil servants at the top were giants in work. If today a Minister is hard working his subordinates are bound to be so; if he is impartial then his subordinates also may copy his example; if he has integrity his subordinates also will try to cultivate that quality. It has been said of Lord Curzon that when he worked for 18 hours a day his subordinates tried to put in more hours of work. Thus the quality of the political Executive is a matter of fundamental importance in the organisation of a clean and efficient administration.

Nevertheless it is possible for the official class to play an effective role, provided they cultivate the right approach and the right outlook. They must not look upon their jobs merely as a means of livelihood. They have to look upon them as a mission. Through hard work, knowledge and efficiency they will be able to influence the attitude of those above them. The Public service is the repository of administrative tradition, knowledge, and experience. These are their precious assets. Those who possess these in ample measures can exert a healthy influence on administration. But nowadays public servants are not enamoured of these assets. They feel that without these they can achieve official advancement and official advancement is what they want. They do not mind the methods adopted for the purpose. This is the basic malady.

This outlook has to change and it could be changed only on the initiative of the Governments. They have to educate public servants in the new outlook side by side with the political Executive setting a new example.



Once again we have to remember that administration is a human activity performed by and for human beings.

MEYER

News and Notes

Moral Influence

Mr. S. K. Patil, Union Minister, placed his finger on the crucial point when recently he called for "the revival and upsurge of a sense of patriotic duty and obligation which permeated us when we were struggling for freedom". There is no doubt, that the self-denial that characterised our people during the freedom struggle is now a thing of the past. With the advent of Independence, the old spoil system theory "to the victor the spoils" became the slogan. Politicians overnight became self-seekers, solely concerned with advancing only their interest, and the interests of those near them. The common man about whom much was heard during the freedom struggle proved to be the proverbial forgotten man. Service to him turned out to be lip service. When politicians started ploughing their own furrows, civil servants or for that matter public servants as a class were not slow to trim their sails to the prevailing wind. They slackened in their faith in hard work and turned to means which would bring them easy personal advancement. Members of the old guard among public servants found new-comers easily walking to responsible positions fortified by political patronage. So, naturally, they lost enthusiasm in their work and started marking time and pulling wires for personal advantage. The cumulative result was a sharp decline in standards all round and a serious setback to administrative efficiency. It is, however, a happy sign that these facts are being widely realised now and the need for strenuous efforts to recapture the old self-denying spirit being emphasized by our leaders. The earlier

we are able to recapture the old selfless spirit, the better for us.

Spirit of Service

Addressing the students of the Mayo College at Ajmer on the occasion of its Annual Day, the Governor of Rajasthan exhorted them to imbibe the spirit of service and broad-mindedness that transcended all narrow barriers of caste, class, creed, religion and province. The Governor pointed out that education must also impart a sense of judgment and of moral values, the power of observation, width of outlook, proper training of emotions and the ability to adjust oneself to changing conditions. A public school is able to do so not only because of its special system of living, but also because it admits only as many students as it can prepare for life. I would like our other secondary schools to emulate the example set by public schools in this respect. "We have attained freedom but to preserve it requires sound leadership. You in this school have received an education which admittedly fits you for the great tasks that await you. You have learnt the value of discipline, team work, tolerance and of incessant hard work. You have, I hope, imbibed the spirit of service and broad-mindedness that transcends all narrow barriers of caste, class, creeds, religion and province, and would try to line up to the ideals you have been taught in this school and develop and practise in later life, the good things you have learnt here."

Investment Centre

The Indian Investment Centre, in New Delhi, recently inaugurated by the Finance Minister, has been design-

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A LANDMARK

Shri S. K. Patil, Union Minister for Food and Agriculture, inaugurated the production of the new Ammonium Phosphate plant on 20th February 1961 at the F.A.C.T. This plant is the first of its kind in India and its installation marks the culmination of the three-crore first stage of expansion of the Company. The production capacity of the plant is 100 tons a day. This complex fertiliser with 16:20 ratio of N:P. is available in the market under the trade name "FACTAMFOS." There is a necessity for balanced fertilisers everywhere. FACTAMFOS is produced in granulated form and nearly all the plant foods are water-soluble. The quality of the produce is uniform. The granules of 2 to 4 mm size are dust-free, non-hygroscopic and free-flowing. 16:20 combination of N and P suits our soils best.

FACTAMFOS invigorates the growth of plants, helps establish better root system and prevents lodging.

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FACT is now in the throes of its second and third stages of expansion. At the end of these, involving an investment of another Rs. 12 crores, FACT will be producing 165000 tons of ammonium sulphate, 135000 tons of ammonium phosphate, 44,000 tons of superphosphate and 25,000 tons of ammonium chloride per annum.

ed to promote wider knowledge and understanding in countries with surplus capital of investment opportunities in India and acquaint potential investors with the laws, policies, procedures and prospects relating to investment here. The Centre will also provide assistance in regard to measures calculated to attract foreign private capital and techniques. Detailed information regarding economic and financial policies of the Government, statistical data on production, market trends, labour and other factors affecting production will be made available to prospective investors. The Centre will also try to bring together foreign and Indian investors so that they can work out specific investment projects. It is hoped that the functioning of the Centre will supply a much-needed means of attracting foreign investors to India. As long back as 1949, the Prime Minister in a statement in Parliament outlined the basic features of Government policy in regard to foreign capital. Government have laid down that foreign capital would be treated on the same footing as Indian enterprise. The remittance of profits, as well as the repatriation of capital, is not restricted. In the event of compulsory acquisition of any foreign enterprise, it is provided, fair and equitable compensation is to be paid. While the major interest and control of enterprises should be mainly in Indian hands, in cases where there is justification, there can be relaxation of this principle. The tax incentives provided by Government to new industrial enterprises, in the form of development rebate, exemption from income-tax in the initial stages and other concessions, are available to foreign investors also. Tax exemptions are also given to foreign technicians employed with the approval of Government. Agreements have been con-

cluded with a number of countries, including the U.S.A., U.K., West Germany, Japan and Sweden, for avoiding double taxation on incomes earned in India and avoid taxation of earnings on which tax concessions have been given by the Government of India. The large-scale economic development undertaken in India under the Five-Year Plans is an important factor which no investor looking for gainful employment of his capital can afford to ignore. A rapidly expanding economy like India's not only offers scope for investment in a variety of industries, particularly heavy industries, but also provides an assurance of an expanding market where the goods produced will be readily absorbed.

Businessmen and Politics

Mr. Muthiah Chettiar, M.L.A., recently said that in a rapidly developing country like India businessmen had to play an important role in its activities and exhorted them to take active part in politics, and seek representation in legislature. He said it was wrong to think that business and politics were different and businessmen had nothing to do with politics. Today when drafting of Bills and passing them into laws were done in great haste, it was necessary that chambers of commerce should be vigilant, for which full-time secretaries were essential. Chambers should provide greater details and statistics to legislators to enable them to point out the difficulties and anomalies in laws. Defending deficit financing, he said it was necessary when plans and schemes had to be implemented on long-term policies. He hoped that the Third Plan would be more beneficial to people. Stressing the need to augment agricultural production, Mr. Chettiar said, the prosperity of the business community depended to a large extent on agriculture. In this

connection, one or two points may be made. More important than businessmen entering politics is the duty they owe to the country to extend support to voluntary organisations engaged in promoting nation-building activities. In most of the western countries, it is businessmen who take a lead in encouraging private efforts in the cause of national welfare. For instance, private philanthropy has done much in U.S.A. to assist governmental efforts to promote efficiency. There are even private institutions in U.S.A. to give training to those employed under the Government or to those who are prospective recruits to Government service. Here the feeling of the common man is that businessmen are vociferous in criticising governmental measures when these are likely to interfere with their self-advancement. In the welfare State that is underway, businessmen have to judge everything in the light of national interest. They have also to be more liberal in supporting activities designed to assist efficient administration and to increase the happiness of the common man. Politics is a means to an end, the end being the welfare of not only businessmen, but the entire community.

Health through Cooperatives

The inhabitants of over 60 villages around Sriniketan, who are members of health cooperatives societies, have shown clearly that it is possible for village communities to improve their health entirely on their own—and independently of the Government. Work on the health cooperatives in these villages, which now form part of the Sriniketan C.D. Block, was started in 1933 when, under Gurudev Tagore's inspiration, a scheme was drawn up on the model of health cooperatives then being started in Yugoslavia. The six health cooperative societies have

since made remarkable progress. The membership fee—the family being one unit—is dependent on a member's paying capacity, or the lands cultivated by the family. It varies from Rs. 10 per family per year from the richer sections to Rs. 3 from the poorer sections. Even in regard to the lower limit, there is no rigidity, and members sometimes reduce it to as low as Re. 1 per year per family. Each member of the cooperative society—that is each family—is entitled to medicines at cost price, the price of simple medicines, i.e., mixture, being limited to 4½as. for 4 doses. More expensive medicines are given at cost price which, to Sriniketan institutions, is free of local taxes. The fee for injection is only two annas, the charges for a call to the patient's house being eight annas during the day and one rupee during night.

Good Leadership

Co-operative endeavour by the residents of Kedavinahosahalli village in Mysore State has paved the way for a manifold increase in the yield of their lands, situated on a ridge. Shri M. Subanna was responsible for this (effort) in bringing up the water of the river Hemavathi and making it available to the thirsty lands on the top. The water of the river Hemavathi, though it flowed by the side of the village, was not available to it so far as the village was at a higher level from the channel. But Subanna would not reconcile to this position for ever. The Executive Engineer of the district assured him that it could be done by installing two 40 H.P. pump sets to lift water through a single delivery pipe-line of about 12 feet diameter. But the scheme would require an investment of Rs. 35,000! Subanna was not daunted. A Lift Irrigation Co-operative Society was formed. He carried the entire village with

him and all families joined the Co-operative Society. The Society secured a loan from the District Central Co-operative Bank, Hassan. Subanna then organised the community for excavating the reservoir, digging the field channels, laying pipelines and installing the machines. The entire population of the village was at work at the project and completed it in less than three months. It is expected that with the formation of the Society, the yield of paddy will increase by at least ten times.

Soil Conservation Measures

The blind fury of the forces of nature—torrential rains, floods, strong winds, and the surging waves of the sea—combined with man's short-sighted and selfish actions—indiscriminate cutting of trees, overgrazing of grasslands, insufficient drainage or improper land use—pose a continuous threat to the very base of cultivation and the source of food, the top soil of agricultural land. An estimated 25 per cent of the total area in India is in urgent need of soil conservation, or in other words, the adoption of measures which will protect the soil against the action of such destructive forces. Experts say that some 200 million acres are exposed to the hazards of wind or water erosion. From a modest start in the First Five-Year Plan, with a provision for Rs. 3.25 crores for soil conservation programme (mainly spent on contour bunding on agricultural land), the expenditure on different soil conservation schemes will rise to over Rs. 70 crores during the next five years. Besides contour bunding, afforestation, research, training and soil survey, emphasis will also be laid on improvement of dry farming practices, pasture development, ravine reclamation and reclamation of saline and alkaline soil.

Higher Education

The expansion of higher educational facilities has been remarkable in India in the years since Independence. The number of universities has gone up to 40 as against 18 in undivided India before the War (two of which are now in Pakistan). There are, besides, the Indian Institute of Science, Bangalore, and the Indian Agricultural Research Institute, New Delhi, which have the status of universities. Degrees and diplomas awarded by institutions like the Jamia Millia Islamia, New Delhi, the Kashi Vidyapeeth, Varanasi, and the Gurukul institution near Hardwar, are recognised by Government as equivalent to the corresponding degrees and diplomas of a university. The number of colleges is over 1,000 and the strength of students is in the neighbourhood of 9 lakhs. Among the Commonwealth countries, India has the largest number of universities as well as the largest number of students on their rolls. The rapid growth of higher educational institutions and the number of students is illustrated by the fact that the proportion of university students to the total population in India is about the same as in the United Kingdom. The proportion of students taking science subjects to the total number of students, which is now about 30 per cent, is proposed to be raised to 40 per cent in the Third Plan by provision of additional facilities. The expenditure on university education (as on education at other levels) has been rising. From Rs. 15 crores in the First Plan the outlay increased to Rs. 44 crores in the Second Plan and will go up to Rs. 75 crores in the Third, out of a total provision of Rs. 500 crores on educational development plans. India is among the few countries with a women's university—the S.N.D.T. University, Bombay.

Trends in Administration

Police in the Welfare State

The Punjab Government has decided to appoint a high level Commission with a former Chief Justice of the Supreme Court as Chairman to make recommendations for making the Police force more suited to the democratic setup in a welfare State. The Commission will also consider the steps that are necessary for improving public co-operation with the Police. This is certainly a welcome move. Press reports of police excesses are by no means infrequent at the present day. Complaints are also often heard about the Police, roughly handling members of the public. Clashes between the Police and sections of the public are also not infrequent. To some extent, these things are inevitable in the transition from a Police State to a welfare State. In the Police State, the Police were all-in-all. It was an authoritarian State when a trained bureaucracy held the reins of authority and the people were the dumb driven masses. The setup has changed after the advent of Independence. Under democracy, the people are the masters while public servants are there to serve the people. The emphasis has shifted from authority to service. This presupposes a change of outlook on the part of public servants. This change has, however, been slow in coming. And the Police are no exception. They have been slow to shed their old authoritarian outlook. But this outlook will not go of its own accord. Only by a process of intensive education will it be possible for them to modify their outlook to suit the ideals of a welfare State. This fact has been pointed out several times in these columns. The main brunt of responsibility in this matter lies with

the Public Relation Officer attached to the office of the Inspector-General of Police. He has to plan out a detailed programme to educate the Police force in the changed role they have to play in the welfare State. When the Police realise their true role in the present setup, the public would also respond and extend co-operation.

Conferences, Seminars, etc.

Since Independence, there has been a rapid increase in the number of all-India conferences, seminars, etc. These are held from time to time in different parts of the country. Sometimes they are held in hill stations or State capitals in the South; at other times they are held in different places in the North. Concerned officers from all over India attend these conferences as well as Ministers. Recently one such conference was held in the South. Commenting on this conference, a correspondent has made a few critical observations: Firstly, he said that a number of local officers had to come away from mofussils much in advance of the scheduled date of the conference to do spade work. This they did at the cost of their legitimate duties. Again, a big show was put up. Economically, the conference constituted a big drain not only on the State Exchequer but also on that of the Union Government. The organisational expenses and the cost to the Government by way of travelling allowances worked out to a big amount. And compared to this huge expenditure, the results achieved might prove wellnigh negligible. It is an axiomatic fact that big conferences cannot transact any serious business. They may pass resolutions or make a few recommendations. But these do not mean that

they have achieved any real progress. Oftentimes such conferences have only a propaganda value. They may have only a spectacular effect. But what is the cost to the tax-payer? If such conferences are reduced to a minimum, then administrative expenditure is certain to register a marked fall.

Ministers' Tours

It is reported in the press that the number of tours of Ministers and officials in the Punjab has gone down to less than one-tenth as a result of the action taken and the watch exercised by the non-official vigilance committee. This is good news. When the complaint is widespread that administrative expenditure is steadily mounting, it is refreshing to hear of economy being effected under an item which has in the recent past accounted for a considerable amount of expenditure. Recently the Chairman of the Estimates Committee of the Lok Sabha said that the expenditure on non-developmental account in the administration of the country was shooting up and effective control was urgently needed. The Punjab example may well be taken note of by other States where the expenditure under T.A. is excessive. Less touring by Ministers and civil servants is good in other ways also. It would enable local officers to work without interruption. At present, the complaint is heard that local officers spend much time in receiving officers of both the Central and State Governments as well as Ministers. The low output of local officers is partly due to this fact. As far as possible, local officers may be left alone in their duties, and disorganisation of their work as a result of their coming away to attend on touring Ministers or officers should be reduced to a minimum. Again, constant touring by Ministers or civil servants leads

to accumulation of their work at headquarters. The impact of this accumulation manifests itself in administrative delays. Quickness in the despatch of business is of the essence of sound and efficient administration and everything that stands in the way of this must be avoided.

Delays

Recently, the Mayor of a Corporation commented upon delays in the disposal by Government of simple matters. He cited an instance in which a proposal made to the Government some six months ago was still pending. Since Independence, a major criticism against Government relates to administrative delays. These delays occur both in simple and difficult cases. In simple matters, delays may be due to the lack of experience of the subordinate staff or their lack of enthusiasm in their work. In difficult matters, that is generally matters involving policy or finance, delays may be due to the Ministers concerned being not able to take a quick decision because of a number of extraneous factors having entered the picture making a quick decision not easy. So, naturally, they stave off the evil day as much as possible. One peculiar thing in our country today is that every administrative question has a political aspect. As a matter of fact, politics and administration are very much mixed up today. In many cases, delays are due to this mixing up. If these are kept separate, then there will be less chance of serious delays occurring. But Ministers are politicians and they may be overcome by political considerations. It is here, therefore, that the advice of the Civil servant should prove most valuable. The civil servants' strong points are his administrative experience and his neutrality. He is thus in a vantage position to advise the Minister in such a contingency. If proper advice

is tendered and accepted, then one of the most fruitful causes of delay will have been eliminated.

Food Production

Speaking at the function held in connection with the inauguration of the new Plant in the Fertilisers and Chemicals Kerala, Mr. K. K. Nair, Managing Director stressed the importance of hard work in the matter of stepping up food production. He also pointed out the need for educating the ryot in the proper use of fertilisers. To this end, he said his organisation has undertaken extensive propaganda. Four hundred demonstration farms have been started by the organisation, for educating the ryot. This is certainly cutting new grounds for which the organisation deserves congratulation. Food production today should receive the highest priority. It is a matter for disappointment that despite more than a decade of Independence, we have not been able to achieve self-sufficiency in food. This is due to a number of causes. The Governor of Kerala observed at Trivandrum sometime ago, that agricultural officers should work like missionaries. Then only results can be achieved. If the results were poor, so far the reason is that there was no missionary spirit. But missionary spirit is not something that can be manufactured and distributed. It should be imbibed by a slow process of self-education. Governments both Central and State, have to assist in this process of self-education. In countries like U.K. and U.S.A., Governments encourage self-education of public servants. They provide ample facilities to this end and those who take advantage of these facilities are singled out for official advancement. Similar action is necessary on the part of Governments here also. The earlier planned action is taken in this direction the better.

Rajasthan Innovation

In view of the recommendations of the Rajasthan Forest Enquiry Committee, the State Government has decided that the agency for introduction of rotational grazing in areas outside forests should be at the Village Panchayat and Panchayat Samiti level with the expert advice of the Forest Department. Introduction of better fodder grasses in the pastures will also be done through Village Panchayats and Panchayat Samitis with technical advice from the Agriculture, Animal Husbandry and Forest Departments. Simultaneously, villagers will be educated in the method of stall feeding with a view to improving the breed of cattle and increasing their milk-yield. Exhibitions will be organized at the Panchayat Samiti headquarters and pamphlets will be brought out, and supplied to Panchayat Samitis explaining the advantages of ensilaging. The scheme of rotational grazing will be introduced in those areas where public opinion is favourable. The Rajasthan Forest Enquiry Committee was appointed in 1958. The terms of reference of the Committee included among other things whether more lands should be released out of forests for agricultural purposes or not and whether any land should be transferred from the Revenue Department to Forest Department.

Drama in Villages

A troupe of dramatic unit in a four wheel-drive cargo car is moving from village to village to carry home the message of cooperation to rural folk in Rajasthan. This mobile unit owned and organised by the State Cooperative Department and known as 'Sahkar Rangmanch', consists of 16 artists specialised in music, dance and drama. It has so far visited over 125 villages during the one year of its existence and has put out many performances which

have been witnessed by about 396,700 villagers. The villagers have very favourably reacted to the message of co-operation communicated through this media and at one place, the spectators, motivated by the theme in the drama, caught hold of a corrupt Panch and asked him to take a vow on the stage of the 'Bangmanch' to shun malpractices for ever. The story of co-operation does not end with the staging of the drama but it starts when the drama has ended. Soon after the drama efforts are made to organise cooperative society and to popularise the co-operative movement. The artists of the unit also try to assess the reaction of the audience.

Evaluation

It is in the news that the Andhra Pradesh Government is considering the question of setting up an Evaluation Committee to study the working of democratic decentralisation in the State. This is a move in the right direction. But what is more important is that those involved in democratic decentralisation must be made competent to discharge their duties. They must be given training and provided with continuous facilities to improve their equipment. In some States, training is being given for a specific period. This is not enough. They should be provided with further facilities to improve their equipment. Panchayats are being saddled with more and more responsibilities. For instance, in Andhra Pradesh, it has been decided to entrust the sale of nationalised text books to Panchayat Samitis. The Panchayats can handle their ever-increasing responsibilities only if the members are properly equipped for the purpose. In the absence of proper equipment they are bound to fail and failure may spell disaster, because Panchayat Raj is the sheet anchor of democracy and if the sheet anchor snaps the future

of democracy in this country may prove bleak. This contingency has to be borne in mind. State Information departments can do a lot in this matter. At present most of the Information departments are confined to the routine work of issuing Press Notes, Press Releases and publication of speeches of Ministers. The constructive side of information department work has received little attention. Education of public opinion is the responsibility of a democratic Government and the brunt of this responsibility should fall on the Information Department. There is, however, little evidence of the realisation of this responsibility at present. Planned action is called for in this matter.

Good Administrators

Answering a question at Colombo as to what were the conditions necessary for a newly freed country to make good its independence, Lord Attlee said that the first requisite was that there should be a number of experienced persons to carry on the administration. Nobody can gainsay this fact. India had the fortune of having a good band of able administrators trained under the British and it was thought that they would be able to steer the ship of State on an even-keel during the Independence period. But this expectation was fulfilled only partially. The major reason for this is traceable to the fact that since Independence, politics had entered the field of administration. Politics came to have its finger in every pie. Recognition of merit as the basis for promotion came to be submerged under political considerations. The advice and suggestions of senior civil servants were on many occasions ignored. Politicians took opportunity to interfere in the day-to-day administration so much so that administrators found it difficult to do their jobs properly. In the matter of promo-

tions, juniors were placed over seniors and men were recruited on political considerations. In some cases, they were hardly suited for the job for which they were selected. The political Executive generally encouraged only yesmen. Difficult situations were created sometimes for those who expressed their views independently. People in the lower rungs of the ladder thought that they could get promotion without hard work if they pulled wires in political circles. Side by side with these, discipline also deteriorated. It is time that these and other causes are remedied. The lead in this matter has to be taken by the Central Government. Concerted efforts have to be made both by the Centre and States. Fragmentary efforts made so far by either the Union Government or State Governments have not yielded satisfactory results. The suggestion may be made in this context that the Home Ministry of the Union Government may set up a small committee of retired civil servants and administrators to work out a plan of action.

Employment of Orderlies

Employment of orderlies in Government offices for punka pulling or similar personal duties has been prohibited by the Mysore Government. Orderlies to officers below the rank of Secretaries to Government, Heads of Departments and Deputy Commissioners have been withdrawn. Touring officers will not in future be permitted to take Class IV servants except where coercive and other measures have to be taken. The Government also proposes to introduce the messenger system in order to reduce the number of Class IV servants. These measures are quite in keeping with the times. The Madras Government has abolished the system of house peons. There are no house peons for Gazetted officers in

Kerala. The number of Class IV servants has increased out of all proportions since Independence and reduction of their number is bound to have a healthy effect on administrative efficiency, apart from substantial savings being effected.

Mechanised Cultivation

According to press reports, the Madras Government will shortly establish a model demonstration farm to carry out in collaboration with Japanese experts mechanised paddy cultivation and to train Indian farmers in the use of Japanese farm implements. It is proposed to increase the number of such farms later. The essential thing in this matter is to convey the lessons learnt in the model farm to the door of the ordinary farmer. This is the crux of the matter. Mere multiplication of demonstration farms may not help us much. What is wanted is the dissemination of knowledge about the new methods and techniques among the mass of ryots who work in the fields. This aspect of the matter should receive more attention. The progress achieved in the field of agricultural production since Independence leaves much to be desired. One handicap has been that agricultural officers are slow to adopt the outlook needed for a welfare State. The reasons for this slowness have to be investigated and remedial measures taken. Perhaps a well-thought out incentive scheme may tend to improve the outlook of agricultural personnel. After all, what counts in the production of results is men and not measures. The efficacy of plans and programmes depends upon men. The human material has to be conditioned first. It is commonplace that the best schemes may fail through bad execution and the worst schemes may show some success in the hands of efficient men.

Government Publicity

Recently a member of a State Legislative Assembly contended that the department of publicity was functioning as a handmaid of the Congress Party. This opinion seems to prevail over a wide section of the public. Such an allegation is a sequel to the circumstances under which Information or Publicity departments came to be established in this country since Independence. It is common knowledge that there was no such departments during the British rule. With Independence and the installation of the democratic form of Government, the establishment of Information or Publicity Department became inevitable. It was one of the many departments that saw the light of day in the early years of Independence. The Congress was in power in many States and the department afforded infinite scope for the appointment of those who were in the good books of the party in power. Most of the appointments in the departments were excluded from the purview of Public Service Commissions and were made mainly on political grounds. Men with experience and equipment were blatantly overlooked and newcomers with little or no experience were brought in and put into key positions. They were either political sufferers or friends or relations of those belonging to the party in power. Somebody therefore suggested at that time that Information or Publicity Departments might be renamed as Political Department. The department thus started with an initial handicap. Naturally when people were recruited on considerations other than merit, their loyalty would be first to the party to whom they owed their appointments and not to the general public. These circumstances give colour to the allegations like the one under reference. No doubt things have much improv-

ed in many States in the recent past. Even so public confidence in the department has not been fully restored. The only way of restoring confidence is to place all appointments and promotions in the department within the purview of Service Commissions. It is necessary in this connection to stress the importance of public confidence in the working of the department. In the absence of public confidence, what the publicity department says will not be believed by the people. The member also suggested that the publicity department should be merged with the Education Department. It is doubtful if this suggestion can be supported. Education and Publicity are different. Education is concerned with the imparting of knowledge while Publicity is designed to create a particular attitude; Education is objective while Publicity is subjective. Education is concerned with all sides of a picture while Publicity concentrates only on favourable aspects. Education and Publicity should therefore be kept separate.

Financial Wings

It is in the news that Kerala Government proposes to create financial wings in the various departments of the Secretariat to facilitate closer scrutiny and speedier clearance of financial matters. This innovation is in keeping with recent trends in the field of administration. The Andhra Reforms Committee had suggested this innovation. The Committee pointed out that the main purpose of financial control was to promote economy consciousness and a sense of financial responsibility. These can be achieved only if the departments concerned are made responsible for their own expenditure. To this end, the proposed creation of financial wings will help. At present, every department is helplessly dependent on the Finance

Department. One civil servant spoke of the "Dead hand of finance". Proposals by the Departments are easily vetoed or whittled down by the finance department. They also take a lot of time to say the last word. These exert an unhealthy effect on other departments. Departments are often treated to a constant exhibition of the authority of the finance department and the former resent the same. Clashes between the Finance and other departments are by no means uncommon. Such clashes hamper efficiency and interfere with team spirit when they are carried to extremes. The creation of Finance officers in every department of the Secretariat and Account officers in every major department will tend to mitigate these difficulties.

Enforcing Discipline

The Kerala Home Minister recently disclosed in the State Assembly that the increments of 94 head constables and 510 constables had been stopped pending disciplinary action. The Home Minister added that these figures were higher than those in the previous years. This is certainly disquieting. Judging from press reports, the position may not be much better in other States. It is therefore clear that the Police have yet to make a lot of leeway to come nearer the ideal of a welfare State. The process of bringing them nearer to the welfare ideal will be much helped by disciplinary action such as was mentioned by the Home Minister. Fear of punishment is the greatest incentive to good behaviour. Only when officers think that they can do as they like and at the same time escape punishment, they will be tempted to violate the canons of decency and fairplay. Offences by the rank and file of the Police force in a State have a greater significance than those committed by public servants of other classes. Offences by

members of the Police Department tends to undermine a sense of security. More than this, it is calculated to threaten the personal liberty of the individual citizen. Aristotle said that the principle of democracy is liberty. This is the greatest asset in a democracy. And the curtailment of this is what takes place when the rank and file of the Police take law into their own hands. The Police has an important role to play in preserving a fundamental imperative of democracy. The tragic fact is that many among the rank and file are slow to realise this fact. If they had realised it, there would have been more cordial relations between the Police and the public.

Official Promotions

It has been said that unfair promotions in public service have caused dissatisfaction and that this dissatisfaction was harmful to the morale of the services. In this connection, it may be pointed out that there is a lack of appreciation of the connection between promotions and morale. Under bureaucratic regime, some bureaucrats thought that promotion was something like a gift which they could give to anybody he liked. It was something that concerned only the giver and the taker. If anybody who was affected by the action tried to butt in, it was not only resented but opportunity was taken to victimise him. In the early days of Independence, some Ministers acted in a similar way. They brought in people from the ranks of political sufferers, henchmen, dependants, or admirers and appointed them in Government on scales of pay which they had arbitrarily fixed and when those who were already in service felt a grievance, it was looked upon as a challenge to their authority. This attitude considerably impaired morale of public servants in

the early stages of Independence. It is an axiomatic truth emphasized by writers on public administration that a defective promotion system not only pushes up incompetent people but also destroys morale by discouraging initiative, enthusiasm and hard work. This aspect of matter has been completely lost sight of by many in authority. Lord Attlee said at Madras that Democracy depends not on the written word but on democratic spirit. Democratic spirit consists in equality of opportunities to all. Distribution of official patronage according to individual whims and fancies is inconsistent with this spirit. Says H. D. Smith "Democracy draws its strength from the employment of the best talents and skills of free men and women."

A notable Trait of Mr. Pant

One of the notable traits of Mr. Pant was his promptness in replying to letters. A correspondent says in a letter to the press that he sent a letter to Mr. Pant under date 3rd September 1960 and he received a reply dated 5th September, 1960. He says that it is such things that bring out the innate greatness of a man. In free India, promptness in the matter of answering letters received in Government offices is something unusual. Therefore the promptness shown by the late Home Minister should serve as an example not only to other Ministers but also to civil servants of all categories. In the days of the bureaucracy even the Executive Council members took care to see that letters addressed to them received immediate attention and was not delayed on any account. Now whether you address a letter to a Minister or to a civil servant or a lesser fry, the chances are that either you may not get a reply at all or you may get a reply only after you have lost interest in the matter. It is this aspect of the matter that has created a feeling in

the mind of the common man that Government machinery like God's mill grinds only slowly. One of the decisive tests of efficiency of any organisation is the promptness with which communications are answered. People often talk of the efficiency of the private sector because they get prompt answers whenever they write. Of course, such promptness is not always possible in a Government office because the nature of work, the procedures adopted, etc., are all quite different from those in a Business House. All the same in simple matters not involving questions of policy or high finance or examination of precedents, it is quite possible for a Government office to be prompt. This promptness can be enforced by the head of the office himself setting an example in the first instance. Half the outcry against the deterioration of administrative efficiency will lose its force if more promptness is observed in the matter of answering ordinary letters.

Agricultural Underemployment

It is reported in the press that ten lakhs of people in West Bengal who are engaged in agriculture are only partially employed. In other words, agriculturists in West Bengal have not enough work for a whole year. This is nothing new. It is inherent in the very nature of agriculture. Statisticians have pointed out that generally speaking, agriculturists have work only for 170 days in an year. This is the case throughout India. Mahatma Gandhi's emphasis on cottage industries was based on this long period of enforced inactivity of the rural folk. This waste can easily be converted into wealth, if cottage industries are practised by villagers. Now having nothing to do during their leisure the rural folk are tempted to devote attention to unprofitable pursuits. For instance, a writer has observed

that litigation is the greatest rural industry in India and it is second only to agriculture. This is because the rural folk having nothing on and during their idle hours, indulge in litigation. Similarly village factions, group rivalries and communal enmities are all traceable to their under-employment. Hence, the only remedy is the development of cottage industries in the country side. Conditions in India are most suited for the development of cottage industries. Firstly, there is ample leisure for the rural folk; then there is plenty of labour; thirdly, there is a tradition for village industries in our country. Fourthly, village industries do not require much capital. Lastly, Mahatma Gandhi pointed out that large-scale industries lead to concentration in definite areas creating problems of distribution; whereas in cottage industries, distribution is equalised as production is localised.

Open-air Jail

It is in the news that the Kerala Government proposes to start an open air jail with a view to utilising the services of prisoners. At present, there are something like 5000 prisoners in Kerala jails and of these, some 150 will be selected for the proposed open air jail. The selection will be made on the basis of the records of the prisoners. An area of 500 acres has been earmarked and it is proposed to build up a rubber plantation in the area with the labour of prisoners. Where technical skill is necessary, the prisoners will be given the necessary training. Prisoners have the option

of leaving the project or settling down in the area after their terms of imprisonment are over. The scheme is calculated to instil a sense of self-reliance in the prisoners and may enable them to eke out an independent livelihood after their release.

Utilisation of Rural Man-power

With the launching of two pilot projects for utilising rural man-power in the community development block areas, the Rajasthan Government has taken a step further to improve the lot of villagers by providing employment to them during the slack season. Two blocks have been selected for implementing works programme under the project. In one block, mostly inhabited by agricultural labourers, the programme during the first year of the scheme, envisages construction of two irrigation tanks costing Rs. 26,612, providing employment to about 224 workers for a period of two months. During the second year of the scheme, a programme of land reclamation in 500 acres, construction of seven new irrigation wells, nine tanks and three roads of 5 1/2 miles and afforestation in 4 villages has been proposed at an estimated cost of Rs. 1,72,288. These works, besides providing employment to 1212 workers, would augment sources of irrigation and increase food production. The pilot project in the other block envisages construction of one irrigation tank, two anicuts, 13 miles of kutchha road, establishing village forests in 10 villages, laying a mulberry orchard and sinking 20 irrigation wells in the area.

Local Government

All our political philosophers aver that Democracy can only rest on a firm foundation of Local Government.

J. H. WARREN

Small Industries in the United States

DENNIS KUX*

It has often said that the American economy is one in which big industrial concerns predominate. The word "bigness" is frequently used to sum up the U.S. economy. Such a view, however, overlooks the vital role which small industry plays in American economic life. Small business in the United States as in India is very important. Statistical data supports this belief. The total value of all manufactures in the United States in 1955 was \$131,589,000,000 (Rs. 62,504.77 crores). Of this total, over 20.43 per cent or \$26,894,000,000 (Rs. 12,774.65 crores), was produced by small-scale industries. Small-scale industries in addition provided employment for 4,181,000 of a total of 16,344,000 industrial employees. Approximately 25.58 per cent of all industrial workers in the United States were thus employed in the small-scale sector. Small industries numbered nearly 90.09 per cent of all industrial establishments; thus 255,000 out of 283,047 factories in the United States fell into the category of small industry. These figures underline the fact that small-scale industry plays a most important role in the American economy. The types of goods which small industries produce listed in terms of importance are:—1. Food processing, \$4,828,000,000 (Rs. 2,293.3 crores). 2. Clothing manufacture, \$2,800,862,000 (Rs. 1,330.4 crores). 3. Machinery except electrical, \$2,620,000,000 (Rs. 1,244.5 crores). 4. Fabricated metal products, \$2,420,000,000 (Rs. 1,149.5 crores). 5. Printing and publishing, \$2,412,000,000 (Rs. 1,145.7 crores). 6. Lumber and wood products, \$1,975,000,000 (Rs. 938.1 crores). 7. Stone, clay, and glassware, \$1,064,000,000 (Rs. 505.4

crores). 8. Furniture and fixtures, \$876,000,000 (Rs. 416.1 crores). 9. Primary metal industries, \$783,000,000 (Rs. 371.9 crores). 10. Paper, pulp, and their products, \$680,000,000 (Rs. 323.0 crores). The varied nature of these products shows that small industry has developed successfully in a number of widely different fields. It is interesting to consider the economic rationale for the success of small industries in several of these.

Small Industries

First, the food processing industry. The key consideration here is the characteristic of the raw material, food crops. These are available over large farm areas and cannot usually be cheaply or easily shipped to central points. The most economically sensible solution is thus to establish many small-scale processing plants decentralised over a large area near the production centre. Small industry is an ideal solution. The clothing manufacturing industry, popularly known in America as the garment industry, reveals another consideration. The consumer, the American woman, likes to have a highly stylised and specialised product. Just as Indian ladies desire saris with many different designs, American women are similarly interested in many varieties of dresses. It would probably be more efficient from a production standpoint to mass-produce dresses. Large units could not, however, effectively meet consumer demand since it would be difficult to alter the production patterns a sufficient number of times. Flexible small-scale units have thus developed to meet the needs of the consumer. The industry has been established

with a large number of small producing units, each making a slightly different product. The case of machinery, other than electrical, and of fabricated metal products illustrates another situation, one which is relevant for India. This is that many small-scale industries serve as feeders or auxiliaries to large-scale industries. The small-scale industries growing at Guindy illustrate this type of development. Small-scale units possess greater flexibility than larger plants and can more easily adapt their production lines. A fully integrated manufacturing plant has sometimes been found to become too large to operate efficiently. Big plants therefore often find it preferable to buy certain items from small industry despite the economies of mass-production. An illustration of this is seen in the fact that General Electric in 1952 spent 60 per cent of its prime contracts on jet engines on sub-contractors in the field of small industry. Westinghouse Electric channelled more than 40 per cent of its defence contracts to sub-contractors who were small-scale industrialists. Turn the looking-glass of business history around and one soon realises that every big business of today began once as a very very small concern. The small business of today may well become the big business of tomorrow. Small industry plays a role in industrial growth not unlike that of the growing buds on trees and other plant life. Many new industries are developed by small industrialists and gradually expand as the market for the product expands. Much of the pioneering work in field of electronics in America in recent years was begun by fairly small firms. The automobile industry also grew from modest beginnings half a century ago. A specific example that comes to mind is the Ford Motor Company, which grew from a very small firm to

become one of the largest enterprises in the world. How do small businesses differ from large types of enterprises? The United States Chamber of Commerce, considering this problem in 1958 report, found that the problems of all small businesses were related largely to three matters—management, finding financing, and taxation. The Chamber concluded that these were basically the same problems that all businesses faced. The use of proper management techniques is a problem in enterprise of all sizes, not just small business. Finding sufficient capital to initiate or expand business can also be a difficulty for large industry. Taxation restricts the profit incentive for all concerns. Large business may at times be better equipped to overcome these problems since its pool of management talent, its capital structure and security on which to borrow, and its ability to pay taxes may be greater than a small-scale operation; none the less, the problems remain basic. United States Government programmes to assist small-scale industry are linked closely to overcoming the difficulties mentioned above, management, finance and taxation. There is a special independent Government agency called the Small Business Administration, which implements Government policies toward small business. It has its headquarters in Washington and field offices in 41 cities throughout the United States.

Business Administration

The Small Business Administration first provides technical assistance. It helps the small businessmen by publishing useful pamphlets and periodicals especially designed for his use. A sampling of titles includes *U.S. Government Research Reports, Technical Reports, Newsletter, Patent Abstract, Series and Supplement, Developing and Selling New Products, and Technical and*

* Commercial Officer of the U.S. Consulate-General, Madras.

Management Aids to Small Business. The Small Business Administration in addition makes grants of money to institutions and universities to finance research which will assist business development. Financial assistance, given under a comprehensive Small Business Administration loan programme, forms a second part of the programme. Approximately \$ 280 million (Rs. 140 crores) was lent to nearly 5,000 businesses between 1953 and 1957. \$ 179 million (Rs. 85 crores), was lent in conjunction with banks and other leading institutions while \$ 95 million (Rs. 40 crores), was lent by the Administration alone. Loans are generally medium or long-term. Interest charges are based on the rate generally prevailing at the time. There are, in addition, special loan plans to help small businesses in the event of floods, severe rainfall, drought, as well as theft or fire losses. The Administration also has a programme to lend money for certain projects which assist small concerns in pooling resources to purchase or produce raw materials in bulk. Finally, the Small Business Administration will make loans to small investment companies and to State and local development corporations. The financial problem of the small businessmen in the U.S. is basically not unlike that of the small-scale industrialist in India. Banks are not eager to undertake long-term commitments.

because the small industrialist has limited security to offer. Banks further shy away because loans to small industries may involve an amount of administrative work that is not commensurate with the profitability of the loan. The Small Business Administration helps in overcoming this financial handicap in much the same manner as the National Small Industries Corporation and the State Small Industries bodies in India. The U. S. Government has also made a number of modifications of the tax laws to benefit the small businessmen. These modifications have lowered the effective tax rate on small business and thus given it an advantage over larger enterprises. The rationale for such measures is similar to the concept which underlies the progressive income-tax. Such a tax in which the incidence rises in proportion to the taxable income is of course known in India through the slab system on the tax scales. The United States Government has been particularly interested in observing the progress made by the Indian small-scale industrialist. Our interest was expressed in tangible form this year through a \$ 10 million loan granted by the Development Loan Fund to the National Small Scale Industries Corporation. This money will help finance the foreign exchange costs of the NSSIC programme to sell machinery on hire purchase.

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MANAGER

Grass Root Administration

V. RAMACHANDRAN

The Tennessee Valley Authority, more popularly known as the T.V.A., was set up in 1933 by the Congress of the U.S.A. charged with the responsibility of developing the resources of the region. The multipurpose river project undertaken by the Authority has since given inspiration for similar projects in other parts of the world. T.V.A. is an outstanding example of a public agency within a democracy, taking on a job of economic initiative and administration and making a tremendous success of it. Mr. David Lilienthal, who was the second Chairman of the T.V.A., has brilliantly narrated the administrative methods adopted by the Authority in a book entitled : *T.V.A.—Democracy on the March*. It is a book that should be read widely, particularly by those connected with national activities. The term 'Grass Root Administration' owes its usage to the book referred to. To explain it briefly, it means that decisions should be made and responsibility taken at a point that is close to the problems themselves. "The often flabby muscles of community and individual responsibility will never be invigorated unless the muscles are given work to do. They grow strong by use; there is no other way. This is what grass roots administration does, by making the people in the administration and the community take on responsibilities." As our Prime Minister has put it : "Administration is meant to achieve some thing and not to exist in some kind of an ivory tower, following certain rules of procedure and Narcissus-like, looking on itself with complete satisfaction. The test after all is the human being and their welfare." This is only possible if

there is decentralised administration, where the administration is in close touch with the people. In the words of Lilienthal : "Centralisation at the national capital or within a business undertaking always glorifies the importance of pieces of paper. This dims the sense of reality. As men and organisations acquire a preoccupation with papers, they become less understanding, less perceptive to the reality of those matters with which they should be dealing; particular human problems, particular beings, actual things in the country (highways, wheat barges, drought, floods, etc., etc.). The reason why there is and always has been so much bureaucratic spirit, such organisational intrigue, so much pathological personal ambition, so many burning jealousies and vendettas in a capital city is no mystery. The facts with which a highly centralised institution deals tend to be the men and the women of that institution itself and their ideas and ambitions. To maintain perspective and human understanding in the atmosphere of centralisation is a task that many able and conscientious people have found well-nigh impossible."

Decentralised Administration

In a decentralised administration, it is essential that people in the undertaking are enthused towards the objectives of the organisation. The growth of any large organisation necessitates specialisation and functionalisation, leading to a person knowing more and more about less and less. An individual in a factory, especially if it is an assembly line process, does repetitive job which has not got much significance for him, as he cannot express his per-

sonality through his work, which a craftsman of olden days could. A large-scale organisation contributes to economic efficiency, but at the same time creates problems in the dehumanizing of the individuals working there resulting in lowered morale. Morale, which determines the success of an undertaking, is nothing other than the personal involvement by employees in the objectives or goals of the organisation. There is an oft-repeated story in management literature, which is given a local colouring to illustrate what we mean by personal involvement. A stone-cutter at work at the Gandhi Mandap at the time of its construction was asked by a visitor to the spot: "What are you doing?" He replied: "I am cutting stone. Can't you see it?" A second man when asked the same question replied: "Sir, I am a poor man earning my living." To the same question, a third man answered: "Sir, I am chiselling a Buddha image," whilst a fourth man replied: "Sir, we are building the Gandhi Mandap to serve as a holy centre for prayer." It is this last man's feeling that should be infused amongst all working in an organisation.

Social and Economic Functions

An organisation has a social function to perform as much as economic function. The social function bases itself on the democratic premise that a human being is endowed with a personality and hence conditions should be created in the organisation to permit such growth. By adopting the process of delegation, this aim can be achieved. The systematic system of delegation is called decentralization. The dispersal or physical separation of operation necessitated on account of economic consideration, is also called decentralisation. We are, however, concerned in this paper with decentralisa-

tion, as a process in executive or administrative action. Accordingly the mere opening of regional office does not amount to decentralisation if all decisions are taken at the head office and the branch office just act as post offices. Drawing up of policy, obviously, is the concern of a centralised authority in an organisation. It is they that initiate action and the final decision should, therefore, rest with them. The execution of these policies, however, is a managerial or administrative function. What can be delegated and what cannot be delegated is essentially a question of balance at any time, depending not least on the competency and willingness of men at the various levels in an organisation. Generally speaking, the central authority should lay down the broad policies, making the managerial staff accountable for result. Delegation involves courage in a superior and faith in himself and his subordinates. It is a quality that distinguishes the men from the boys and is difficult to practise. The successful practice of it alone, however, can lead to growth in an organisation, for only that way managerial succession can be assured. Geniuses have created organisations, but many of these organisations have stopped growing or dwindled or disappeared altogether, when attention was not devoted by them to the principle of delegation; for there is a limit to man's capacity to manage even in the case of a genius. Moses, when he led the Israelites to the Promised Land, took 39 years to get from Egypt to Elah on the Red Sea, because he decided everything for himself regarding his people. Finally, he had to hear the advice and counsel of his father-in-law, Jethro, who suggested delegation of different functions to different individuals. Reluctantly, Moses agreed to this, and the remaining journey was accomplished in nine

months. In all, they covered 1000 miles, even though the actual distance from Egypt to the Promised Land was just 240 miles. Even in our own times, the history of Fords, General Motors, Duponts, etc., are illustrations of near ruination of these companies by the geniuses who created them but who did not practise delegation. Delegation involves the conferment of authority on an individual and in return of his being held responsible for the results. Authority is the conferment of definite powers and rights to get things done. Responsibility is the work assignment. Responsibility involves accountability, the obligation to perform in terms of standards established. Authority should be commensurate with responsibilities. Delegation of authority and responsibility are downward, while accountability is upward. No superior can absolve himself for the actions done by his subordinates. Delegation should be carried down to that level, where it can be done most economically. Accountability should be for broad results and for this, the rule of errors should be adopted. "As far as possible, every employee should be responsible for a result (results). He should be accountable for that result and have the authority to achieve it. In doing the latter, he will make many subordinate decisions. He will be held accountable for the over-all result and the over-all cost in loss and expense in arriving at it." Accountability makes it possible for an organisation to be run on the basis of management by exception. Accountability principle calls for a control system, which furnish the required information at the right time to the concerned persons at the operating level, for suitable remedial action to be taken, if need be. The application of the rule of errors encourages initiative amongst the personnel; only by managers sticking their necks out,

an organisation can be made dynamic. Delegation is the application of the principle of democracy at the grass roots, employing methods that bring in the people, giving them a sense of participation in the undertaking. There is considerable latent initiative present amongst employees and it is just a question of releasing their talent and energies, through the application of appropriate management practices and the exercise of leadership by the persons at the helm of affairs. Centralisation of administration beyond what is absolutely essential for the purpose of laying down the policies, denies to individuals the opportunity to exercise initiative, making decisions in the process. The limitation to delegation is set only by the inability or the incompetence or the unwillingness to shoulder responsibility of the persons concerned.

Poor Morale

The practice of delegation is not much in evidence in our private undertakings, much less in public sector enterprises. Management is initiatory and affirmative: This is to be done. To quote Lilienthal again: "It is in the process of defining with skills and sense what is to be done, and with it the fixing of responsibility for results, with wide freedom for judgment in the managers as to how it may best be done, that you have the essence of modern management." Governmental functions till we achieved our Independence were regulatory and negative. Since then, Government have entered the sphere of economic activities. The Five-Year Plans of the Government have been placing more and more emphasis on the development of public sector undertakings. The outlook called for in the management of these enterprises is quite a departure from the requirements of earlier days, when Government officials had to deal with problems pri-

The method, in all cases, consisted of: (1) establishing demonstration and training projects in limited geographical areas, (2) with the support of national counterparts and other local resources, demonstrating modern methods of control, and (3) training the local staff in these techniques for a fixed period, after which WHO assistance was withdrawn. While assistance in the control of communicable diseases was going on, pilot activities were started towards health promotion. A start was made with demonstration and training projects aimed at improving maternal and child health.

Training Facilities

From the outset, the training of counterpart physicians also received major attention. That of nurses started very early (even in 1949 seven nurses were already working with WHO demonstration teams), and this was soon followed by the training of auxiliary staff and other technicians. The emphasis, however, in the earlier years remained on training the local personnel who were working with the WHO staff in particular projects. Shortage of equipment and supplies formed a major obstacle from the very beginning, as most of the necessary medical supplies were not produced within the countries of the Region and had to be imported and paid for in foreign currency. It is noteworthy that UNICEF joined hands with the Regional Office from the very beginning, by providing much-needed supplies and equipment, for the demonstration and training projects. Major achievements of WHO and UNICEF in those early days were the joint development of a penicillin-producing factory and a DDT factory in India, the mass campaigns against yaws and a number of maternal and child health projects.

Mass Campaigns

From 1952 onwards, as a result of experience in the field, it became clear effective control of communicable diseases needed to be developed through nation-wide mass attacks, employing a large number of auxiliary health workers under the supervision of qualified physicians. Demonstration and training projects in communicable diseases, therefore, gradually gave place to mass programmes, such as those for BCG vaccination against tuberculosis, malaria control, and yaws control, in all of which WHO assisted. Under the national malaria control programmes launched by the member-Governments, 200 million people, out of the 450 million then estimated to be exposed to malaria, had been protected by the middle of 1957. In all the seven countries of the Region today, the control programmes have been converted into eradication programmes. In the BCG campaign against tuberculosis, 112 million people had been tested and 38 million vaccinated by the middle of 1957. It is of interest to note that today tuberculosis, which is the most important communicable disease of the Region after malaria, is no longer being tackled through demonstration and training projects but by the extensive development of home treatment with modern drugs. The importance of this development can be gauged by the fact that India has only 23,000 hospital beds available for the 2,500,000 people estimated to be in need of T.B. treatment. In the yaws campaigns, 37 million, out of about 77 million living in endemic areas, had been examined and five million treated, by the end of 1956. Large campaigns are now being planned or carried out following pilot projects in plague, leprosy and trachoma. In Thailand, for instance, following the work of a pilot project in leprosy,

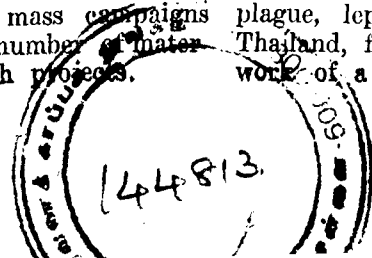
in one province, control measures were extended to four provinces and last year were being expanded to cover a further five. In the pilot area, integration of leprosy control with the general health services has been going on for some time. *The total cost of control (Government, WHO, UNICEF), is estimated at no more than \$4 a year per patient.*

With the coming of mass programmes, the training of counterpart personnel alone proved insufficient and had to be expanded to assist in preparing the very large numbers of workers required. Simultaneously, the promotion of maternal and child health services led to the need for training nurses, midwives, health visitors and nursing auxiliaries—training in which WHO has given large-scale and increasing assistance. The Regional Director's Annual Report in 1953 listed courses assisted by WHO staff giving training to about 1,850 nurses, midwives, and nursing auxiliaries. The report for 1959-60 showed that similar courses were given to about 2,700 such workers during the year. Substantial assistance has also been directed towards developing, promoting and expanding nursing and midwifery schools as well as toward providing adequate field experience for the trainees. All these expanding programmes also needed highly qualified medical personnel in large numbers. Despite the scarcity of qualified teachers, as well as the high cost of modern medical schools, there has been steady improvement in this vital field during recent years. WHO has helped by providing professors to various departments in medical schools and to train counterpart staff, as well as by furnishing teaching equipment and supplies. Some help has also been given in the preparation and translation of textbooks. With the world-wide

shortage of highly trained personnel, the assistance which the Regional Office has been able to render in this field has not been adequate in quantity, although much has been done to improve the quality of teaching through promoting revisions of the medical curriculum and providing field experience in urban as well as rural areas.

Fellowships System

The Fellowships system has also helped and has been consistently developed. Ninety-five new fellowship awards were issued in 1959-60, priority being given to training in the public health sphere of epidemiology, communicable disease control, nursing environmental sanitation, child health and medical education. An analysis of 382 reports on the extent to which the service of WHO fellows have been used on return to their home countries, shows that about 94 per cent were employed in work which had been the subject of their fellowship studies, 83 per cent were engaged in training activities and 53 per cent had been given greater responsibilities. The total number of fellowships awarded between 1948 and 1960 is 1,002. The Regional Office has in recent years particularly promoted the establishment of full-time departments of preventive medicine and of paediatrics, both vitally important subjects for this region. In addition to the assistance given to medical schools, an important project was developed jointly with UNICEF to expand and improve the activities at the All-India Institute of Hygiene and Public Health, Calcutta, for providing training in general public health, maternal and child health, public health nursing, sanitary engineering and health education. WHO's role has been directed more and more towards training programmes. The emphasis has also been



marily related to law and order situations. In the new task, the enthusiasm and cooperation of employees and the general public have to be won over. Paul Appleby, who studied our Governmental working some years ago, has pointed out that poor morale exists amongst subordinate levels in Governmental organisations and the reasons for this, amongst others, are: Firstly, communication with subordinates is too largely a matter of giving orders, demanding particular things, criticising mistakes, with too little encouragement, praise, instruction and solicitation of the kind of help to be had only from people treated as equals. Secondly, administration of subordinate activities is too much in trivial rules and practices—which are undignified for all concerned, both superiors and inferiors and put a premium on literal performance instead of on zeal, imagination and ingenuity. Thirdly, subordinate personnel have no sense of mission, of being important parts of very great enterprises carried on for the betterment of the country. Often they are given no possible means of seeing any connection between what they do and the goals of revolutionary

(Continued from page 36)

When we apply the principles that govern the formation of areas to the block and the district, the district satisfies the requirements more than the block. Hence, the district as the unit of local administration, may be more desirable. The Panchayat Samitis have the village or the village panchayat as their base and the Zilla Parishad as their head. It is yet to be seen how the principle of hierarchy would manifest itself in practice in the new three tier system, how commands flow down and obedience and response go up. If the

India. Nor did the treatment accorded to them provide any evidence that there is a revolution. When our country is in the midst of a great economic revolution, there is greater urgency today than at any other time, that good management practices are followed in our undertakings, both private and public, to keep the morale of the employees high. Equally, it is necessary that people, who are the beneficiaries of the national development programmes, are actively associated in the implementation of the schemes. "Not only is the welfare and happiness of individuals the true purpose of Grass Root Administration but they are the means by which that development is accomplished; their genius, their energies and spirit are the instrument; it is not only for the people but by the people." Democracy at the grass roots has been practised elsewhere and has succeeded enormously; it can succeed here too in our country, provided the powers that be, connected with the running of the various organisations have faith in the dignity of human beings and know how to tap the latent genius, energies and spirit of the people—A.I.C.C. Journal.

system becomes balanced, it is all well and good. But difficulties may arise if the village happens to be crushed with heavy responsibility and the Zilla Parishad has not much responsibility or when the Zilla Parishad becomes too heavy and the village deprived of its rightful place in the administration or when the Panchayat Samiti is loaded with too many functions and responsibilities overshadowing the importance of both the Zilla Parishad and the Village Panchayat. There should be real balance in the system.

World Health Organisation

Activities in South-East Asia

Dr. C. MANI*

With a staff of five, including myself, the South-West Asia Regional Office of WHO started its work on December 15, 1948, in a single room in the Secretariat buildings in New Delhi. The next year saw 16 WHO-assisted projects in operation in the Region with about 25 field staff in position. The budget for the year's work was about \$340,000. In 1960, WHO was handling 129 projects, employing 238 field workers. Our international staff was drawn from 39 countries. The cost of the programme ran to around eight and a half million dollars (inclusive of extra-budgetary funds, which are provided mainly by UNICEF for supplies and equipment). Today, the Regional Office itself, with a staff of about 130 and outgrowing its second "home" in part of the Maharajah of Patiala's palace in New Delhi, is looking forward to the early months of 1962 when it will move into premises of its own, built by the Government of India. The Regional Committee was still in the formative stage during 1949 and 1950, and programme proposals were, of necessity, largely worked out in the Regional Office. From then on, however, the programme began to be developed with the active participation of the Regional Committee and, even more so, of the national health administration acting in close, daily co-operation with WHO staff at the country level. The position today is that the Regional Office is accepted as an organic part of the health set-up in the Region for the planning and development of national health programmes.

Original Member-States

The original member-States were Afghanistan, Burma, Ceylon, India, Thailand and two metropolitan powers, France and Portugal (in respect of Pondicherry and Goa). Later, Indonesia, Nepal and the United Kingdom (in respect of the Maldives Islands), came in, to bring the total of member-States to ten. There is no need to stress the extent of the problems that faced the countries of this Region and WHO in those early days. Out of about 500 million people in the Region, 400 million lived in rural areas. Living standards among these were pitifully low. Malnutrition was widespread. Communicable diseases thrived in the general insanitary conditions. Maternal and infant deaths were high. There were practically no public health services to help the rural people (even in most towns such services were poor) as the whole Region was desperately short of trained health workers of all kinds.

Communicable Diseases

What WHO has to do at the outset, therefore, was necessarily to devise programmes where the smallest outlay of money and manpower would yield the most telling results. Hence the main programmes, during those early years, concerned the provision of international teams (with some supplies) for the control of malaria, tuberculosis, venereal diseases and yaws. Most countries in the Region started off with some form of WHO assistance in controlling one or more of these diseases.

* W.H.O. Regional Director for S.E. Asia.

shifting from individual communicable diseases control towards meeting the more basic needs of the Region for rural health services, for improvements in sanitation and for health education and towards integrating specialized programmes into the general public health services. Some countries of the Region, India in particular, have undertaken very large national community development programmes, for the strengthening of which assistance is being increasingly provided, especially through the development of rural health centres. About 2,000 Rural Health Centres in the Region have received assistance from WHO and UNICEF.

Health Statistics

The need for reliable, vital and health statistics in the Region (even today, for three out of the seven countries, it is not possible to give birth and death rates), is recognized by Governments, and WHO has helped during the last few years in the efforts to improve and develop statistical services. The absence of such statistics makes it very difficult to give any pronouncement on the health of the people. Speaking generally, however, it may be said that during the recent years, there has been a downward trend in the death-rate and no apparent decline in the birth-rate. Infant mortality has shown a uniform trend to decrease in all countries of the Region. While death-rates keep declining, morbidity continues almost unchanged. This picture, however, is changing somewhat, as a result of the extensive malaria control programme. Any further substantial reduction, however, is not likely until the programme for environmental sanitation takes hold. This will still take many years and until then the toll of sickness will remain heavy because the general sanitation

is very poor and little is being done about it.

Health Services

As the awareness of positive health has increased among the populations and large amounts of international and bilateral assistance have become available, Governments are being compelled to expand their health services to the utmost of their resources. Quantity is very often provided at the sacrifice of some quality, and the lack of adequate supervision at all levels has become a matter of grave concern.

Provision of counterpart personnel by Governments has often been inadequate and the full use, therefore, has not been made of the training possibilities provided by WHO experts. Sometimes, no counterparts at all have been provided, and in other cases, they have proved inadequate to make suitable leaders. Apart from WHO, there have been other important organizations working in the field of health in South-East Asia of the United Nations family, the chief one with whom WHO has worked very closely, is UNICEF indeed. Through the bilateral programme of the U.S.A., much public health support has also been made available, of which the assistance being given to malaria control (and more recently malaria eradication) is the most noteworthy. A large number of fellowships and a variety of experts as well as some equipment and supplies have been provided through Colombo Plan arrangements. The Rockefeller Foundation and the Ford Foundation have substantially assisted in medical education and training. With all these organisations, the Regional Office has worked very closely in order that each should supplement the other in the promotion of the common objective of improving health in South-East Asia.

Democracy in India*

Views of a noted Administrator and Statesman

Dr. A. L. Mudaliar, Vice-Chancellor of the Madras University, is a great champion of Democracy. In the speeches collected in this book, he has brought out in a nutshell the trend of democracy in actual practice in this country. One can discover an undercurrent of pathos in these speeches at the unconscious but steady degeneration of democracy. Dr. Mudaliar is a distinguished surgeon. His language cuts like a surgeon's knife. His versatility is almost phenomenal and the speeches are packed with information, useful for politicians, public servants and students of public administration.

Democracy is not only a form of Government, but also a way of life. If it should succeed the society with which it is concerned, should also be democratic. Apparently it was on this ground that social reformers in the 19th and early 20th century pleaded for social reform before the installation of political democracy. Democracy has, however, come to stay and our sole concern at present should be to create conditions in which it can work successfully. The odds are no doubt heavy. A number of fissiparous tendencies have reared their heads and they threaten the very survival of the Democratic form of Government. "We must realise" says Dr. Mudaliar "that our duty is by the common people and not in wrestling with each other". Again he observes, "eternal vigilance is the price of modern democracy, for modern democracy dominated by party Governments tends to degenerate to authoritarian rule by the majority. Whichever be the party in power, the first duty of the Government should be to see that the real principles of democracy are imbibed by them. The greatest bulwark of nation is a feeling of solidarity and brotherhood—we have to promote internal unity and discipline and a well ordered State of public

affairs and public life—I have maintained that the three pillars of democracy are the Judiciary, the Public Service Commission and the Auditor-General." In another place he says to interfere with the Service Commission is to meddle with the very safeguard of democracy." Again he suggests that every Minister should spend at least three months visiting some countries abroad. "We speak of democracy. At the same time, we speak of leading. Let me tell you that the essence of democracy is "no leadership", to claim leadership and to say that leaders will lead and others should follow like sheep, is not correct." On a number of other things, Dr. Mudaliar has expressed his views in a forthright manner. A few words about his views on constitutional matters: As champion of real democracy, he has suggested that every portfolio should have an advisory council composed of members of Legislature and experts. Again, about the Centre and State relationship, he says: "The fact that you belong to the same political party in the Centre and in the State, should not by any means permit you to forget the fact that the State is different from the Centre, and that while the utmost cooperation should be given to the

* Searchlight on Council debates, speeches of Sir A. L. Mudaliar in the Madras Legislative Council—Published by Orient Longmans Madras, Price Rs. 15.

Centre we should never surrender our judgment or independence where the Independence has been granted by the Constitution itself. "I wish more considerations were given to the wishes of the State Government and the State Legislatures than to the wishes of individual members of the Planning Commission."

On financial matters, Dr. Mudaliar is equally forthright. As early as 1952, he suggested that a State taxation enquiry should be appointed to adjudge State taxation as well as taxes imposed by Corporations and Municipalities. The Finance Minister's role according to him is not that of a tax-gatherer. He is a wealth producer and must increase the wealth of the country. Again, he observes: "Taxes can be levied on people if two conditions are satisfied. Taxes must be levied on a reasonable basis and on those who can afford to pay. Secondly, the money collected should be utilised with the utmost economy and efficiency."... "The Central Government levy taxes without consulting the State Government and *vice versa* and the Municipalities and Corporations levy taxes without consulting either of them. Thus, the same individual has to bear the burden of taxation from three quarters. We do not doubt the fact that these taxes may be necessary but we do doubt whether the money so collected from the people is put to proper and best use. As regards the disparity of salaries between the Central and State Government personnel, he cites an instance. "In Alagappa Chettiar College here, an attender gets Rs. 55 per mensem. But in the Central Leather Research Institute next door, an attender gets Rs. 80 per mensem. Again he observes: "One can see the great disparity that exists between two classes of people, who are engaged in the same kind of work. A brother is in

a Central Government office and an uncle is in a State Government office. There is disparity in their pay, etc., and there is quarrel in the family." He has therefore emphasized the view that when Central Government servants work in States, they should be paid in the same way as State Government servants.

Now, about his views on administration: Patronage, he says, is one of the worst sins. "...The foundations of any ministry will be rudely shaken if it takes patronage into its hands"... The old bureaucracy was blamed for many things. But I think there was a certain amount of sense in instilling a strong feeling of discipline in every member of the service.... The multiplication of officers of all grades is something new. I remember, in the old degenerate days, when if a peon or lower division clerk had to be appointed, the matter had to go right up to the Cabinet. Now, thousands of appointments have been made.... the result is that you are not able to pay properly any of them.... "Cut down holidays and let there be more earnest work in every department of Government for the good of the country," he says in another place. He has also pleaded for greater promptness in realising administration reports. "I suggest," he says, "the Government should issue the administration reports and publish the statistics later. Again he says, "the annual production which is a review of the administration of the Government, should be released and placed before the House in time. Twice a year in the months of January and July, let Government prepare a short summary of what has been done and give departmentwise an idea of all the work that has been done, what is proposed to be done in the future, what are the difficulties met with.... Similarly on local self-Government, his views

may be listened to. "My concept of a local board is something different. It should attend to the needs of the local population as sanitation, water-supply health and housing. But anything that is to be attended to on a national scale like education, should be the responsibility of the State." His observations on language problem are refreshingly frank. "The need of India today is to produce men and women who can take their place in the international world in literature, in science, in ethics, in philosophy, in history and in every variety of professional studies and anybody who interferes with the rapid development of this process is doing a disservice to this country." Again, "I can understand every facility being given to the study of Hindi. But are there any civilised countries in the world which have only one language for 325 million people? Switzerland has a population of 4½ millions. Three State languages are recognised by the State there and the people who talk one language do not know the other languages.... Let us not therefore make a fetish of Hindi. What we want is knowledge...." For yet another observation: "At the time when this language controversy was at its warmest, a Deputy Minister from the Centre said, "English is the language of slavery and to speak in English is slavery. Is speaking in English the only form of slavery? Is he for solidarity of the country or is he for dividing the country and introducing fissiparous tendencies...?"

Is speaking in English the only evidence of slavery? When we send our students to English speaking countries for further education, is that not an evidence of slavery? When we import scientific appliances and other things from English speaking countries, is it not slavery? Again, when we expect so much assistance from other English speaking countries is it not again slavery?" Again, "...the argument is often advanced that as 42% of the people know Hindi, it should be possible for the other 58% also to learn Hindi. Hindi is no doubt, the spoken language of 42%. Even so, there are four different variations of the language. The people of Rajasthan do not understand what the people of Bihar speak and the people of Eastern Uttar Pradesh do not understand what the people of Western Uttar Pradesh speak. Therefore the argument that 42% of the people speak Hindi is a very poor argument. If you go to the literacy part of it, I wonder whether the percentage will not dwindle down to a very insignificant number. Suppose it is suggested at the Bandung Conference that "as the Chinese language is spoken by 600 million people, let there be one Asiatic language and let it be Chinese."

These are only a few views picked up at random from the speeches collected in this book. Dr. Mudaliar has spoken on an infinite variety of subjects. The book is a mine of information and would amply repay perusal—K.

Administration

The Administrator is first of all a person and his traits and character count for more than his knowledge of managerial techniques.

TEAD .

The Individual in administration

(UNICORN)

Personnel or concept of people who work in an organisation constitutes the corner stone of management. Upon effective administration depends the success or failure of every management undertaking. Administrative goals, policies and plans fail of accomplishment when inadequate consideration is afforded to the human aspect of organisation.

TORREY

It is common knowledge that administration is a co-operative enterprise in which a number of people work together for a common goal. The attainment of the goal depends on the people in the organisation. Their outlook, their attitude to work, their equipment, their capacity for taking pains, are among the main factors that determine their efficiency. And this efficiency is something that has to be stimulated in every individual in an organisation. Hundreds of people may do a job but each one of them is a distinct individual. He is not a cog or automaton but a human being in flesh and blood with particular qualities traceable to heredity, environment and upbringing. What Sheldon said of Industry applies with equal force to the fields of public administration also. "Industry cannot be rendered efficient while the basic fact remains unrecognised that it is primarily human. It is not a mass of old machines or technical processes. It is a body of men. It fulfills its functions not by virtue of some impersonal force but by human energy. Its body is not an intricate maze of mechanical devices but a magnified nervous system."

Many of the problems in the field of public administration are traceable to the fact that administrators forget the human aspect. The essence of this human aspect includes an understanding of the employees' attitude towards their work, their

colleagues and their organisation. It also emphasises an understanding of the behaviour pattern of persons drawn from different castes and classes working together in the same organisation. The result of forgetting this human aspect is that dissatisfaction or discontent arises among subordinates and this in turn strikes at the root of efficiency.

Causes of Discontent

Writers have analysed the causes of this discontent. According to them, these causes fall under two classes. Firstly, causes relating to the job one is entrusted with. Sometimes it may be due to the nature of the work one is entrusted with. It may not be a congenial work for him. He may be well adapted for some other work but the officer responsible may not be agreeable to giving him the work he likes. The officer may be actuated in this matter by motives which have no connection with administrative efficiency. Dissatisfaction may also arise from lack of prospects, or improper treatment by superiors or lack of guidance in a particular job. Sometimes rules may work hardship in individual cases and this may prove a source of discontent. There are also causes that lie outside one job. Worry is one such cause. This worry may not be due to the job one is asked to do. It may be due to one's domestic circumstances. Again, there are cases of emotional maladjustment. For instance, one might have

received abuse from an officer and as a result, he may come to look upon all in authority with contempt. Some may have received unfair treatment from an officer belonging to a particular community or a particular linguistic group or a particular region and he may therefore entertain resentment against all persons of those categories. Emotional immaturity may also account for cases of dissatisfaction. An employee may for instance be given to dependence on others for guidance in his work. Such people when given responsibility flounder. Dissatisfaction may arise from environment also. In an office, the colleagues may lack the co-operative spirit; there may be group tensions; the office may also be lacking in ordinary amenities. The head of the office may be indifferent or he may take into confidence unworthy people who have their own axe to grind.

Remedial Measures

These are only a few of the many causes that create discontent or dissatisfaction among subordinates in an office. With the O and M sections working in most of the offices in this country, it is possible to investigate causes for dissatisfaction and take remedial measures. Some broad suggestions may, however, be indicated here. Oftentimes trouble arises because an individual joining an organisation may be all at sea regarding the nature of the organisation, its aims, the way in which it functions, the nature of the work done there and the special qualities required of those working in that department. These have to be made available through departmental handbooks. The suggestion for departmental handbooks of this nature has been made before. But the idea has not caught on. Secondly, there should be an awards programme for every department. In the West,

awards programme are established to encourage and recognise individual achievements on the part of an employee. Formal recognition is given to outstanding performance above and beyond what is expected in the line of normal duty. The decision whether an employee's performance merits an award should be made by an awards committee. Awards may take the shape of advanced increments, cash rewards, or certificates of merit. It is also essential that every office should have recreation programmes. The objective of a recreation programme is to satisfy employee needs and interests and to promote better morale and team spirit among employees. The recreation programme should also include intellectual recreations by way of essay or elocution competitions, etc. One important thing lacking in every office is a library of books and journals useful for improving the equipment of public servants. Without reading, efficiency cannot improve and systematic reading is not possible without a library. It has yet to be realised that money spent by Governments in the purchase of books and periodicals is an extremely sound investment. War propaganda during the last war proved efficient partly because the Government both Central and State spent a good sum on purchase of books and periodicals for their staff.

Worry is one of the killers of efficiency and worry is often caused by lack of money. Money lenders in many parts of the country thrive not only on agriculturists but also on public servants. These money lenders are developing into a menace in many urban areas. Some State Governments have introduced legislation to render them innocuous. But these measures are not proving adequate. Money lenders literally fleece public servants who unwarily fall into their net. Here are figures of a Govern-

ment servant's dealings with a money lender: He got a loan of Rs. 200 from a money lender after executing a pro-note for Rs. 400. Of the Rs. 200, he actually got only Rs. 160 the remaining Rs. 40 being taken as advance interest. Again he got from the same man a loan of Rs. 90 after executing promote for Rs. 180. The actual amount he thus got was Rs. 250. But two years later, the money lenders filed a suit for Rs. 800. Such instances can be multiplied. The activities of money lenders in relation to public servants have not received attention at the hands of State Governments. It is a common sight in urban areas to see money lenders waiting outside Government offices for clerks, on pay days. Cases were also reported in the press of money lenders being convicted by Magistrates for trespassing into Government offices and improperly behaving towards public servants. If States where this evil is serious set up investigations in this matter many instances of highhandedness on the part of money lenders, are likely to see the light of day. The main remedy against such things is the institution of credit unions in Government Departments as in Western

countries. Every effort needs to be taken to make credit facilities easily available to Government servants who are in need. It is also possible to organise welfare funds for the benefit of public servants. In Western countries, a welfare fund is administered for the convenience of employees who because of an emergency has to borrow small sums of money for short periods. A new employee may find himself without funds until his first pay day. Another employee may suddenly need money to undertake a condolence trip. A third may be called on to foot a big medical bill. In such cases, loans can be made without interest from the welfare fund.

Thought has to be given to these innovations by the O. and M. division in the States. To the extent the individual is encouraged taking into account his strong and weak points, to the extent the Governments adopt a welfare attitude towards him, to the extent a suitable climate is created in which he can give his best to the State, to that extent administrative efficiency will improve. Administrative efficiency rests in the last resort on the individual employee.

FOUR REASONS

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A GOOD MANUAL FOR PUBLIC SERVANTS OF ALL CLASSES

Democratic Decentralisation

P. A. JAMES

Some Relevant Principles

I

Democratic Decentralisation is of topical importance and interest all over India, at present. The measure, among other things is expected to instil a spirit of self-help among the people and change the pattern of administration at the lower levels to make it more realistic, taking over functions which hitherto had been administered by State Governmental authorities. The Prime Minister of India addressing the first meeting of the State Ministers of Community Development, declared that Panchayat Raj was "the most revolutionary thing happening in India, because behind it were hidden all the forces which, when released, would change the structure of this country." This experiment of Panchayat Raj is envisaged by the Prime Minister as "the grass-roots of democracy" and "a factor for national integration." Broadly speaking, there are three different schools of thought connected with the concept of Democratic Decentralisation. Willoughby and Marshall Dimock advocate the Corporate theory which calls for popular control to be exercised through the Legislature and elimination of the unwanted features of Central administration such as slowness, inelasticity and unimaginativeness. Lancaster and Tead of the second school emphasize the importance of Representation of interests and urge that administration should make use of the knowledge and skill possessed by Technical Professional and Interest groups. "Public" should really mean public, for "a close survey of actual admin-

istration reveals that the membrane of legal concept of public is in fact so thin as to permit a very large amount of osmosis" ¹. The last school is represented by David Lilienthal and Tead who hold that decisions should be made in the field, cooperation (not compliance), is essential, and the principle of Co-ordination should find proper application. Sri Gopalrao Ekbote, former Education Minister of Hyderabad, calls the phrase "Democratic Decentralisation" a misconception and adds "Democracy pre-supposes the building up of a system from below having its roots in the demos, i.e., people. There cannot be therefore, any decentralisation of Democracy" ².

Different Processes

It is necessary that we do not confuse decentralisation with deconcentration and delegation. Herman Finer defines decentralisation as "a system in which there are many centres of Government, local and central, each with a recognised right of independent existence and functions. It is doubtful whether such a system has ever existed in law and practice in this country." Deconcentration is defined as "where all authority is originally to lie in the Central Government with the local Government existing rather for the convenience of the Central Government than the benefit of the locality. According to this view, local authorities simply act as agents of the Central Government and very frequently certain functions are carried out, not by locally-elected

1. Administrative State: By Waldo, Centralisation vs. Decentralisation.

2. Panchayat Raj: By Sri Gopala Rao Ekbote, Andhra Pradesh Vol. 5, 1960.

councillors but by officials appointed, paid and controlled by the Central Government”³. Delegation “does not divest the Government of the ultimate responsibility for the actions of the authority to whom power is delegated; this authority is under the control of the Government and is in every way subordinate to it”⁴. The assumption of many regarding absolute centralisation or absolute decentralisation is not correct. Complete centralisation ignores the need for adapting administration to suit inherent diversities. Complete decentralisation blocks consistency, essential in the application of certain policies. The real problem is always one of securing proper balance between centralisation and decentralisation.

Judicious Selection of Areas

Proper and effective demarcation of areas is by no means less important than other organisational matters, as far as the structure of a local authority is concerned. Despite satisfactory arrangements, in all other directions, the progress and results achieved would be really conditioned by the existing defects in the areas. Judicious selection of area is not simple, as may be imagined especially in the absence of any significant empirical analysis and data, with reference to Indian conditions. The regulations made in Britain under the local Government Boundary Commission Act, 1945, contain important factors that should govern the formation of areas. The major ones are listed below: 1. Community of interest. 2. Development or anticipated development. 3. Economic and industrial characteristics. 4. Financial resources measured in relation to financial needs. 5. Physical features, means of

communication and accessibility to administrative centres. 6. Population, size, distribution and characteristics. 7. Record of administration by the local authorities concerned. 8. Size and shape of the areas. 9. Wishes of the inhabitants.

James W. Fesler in his book “Area and Administration” suggests four important principles deserving consideration in the formation of governmental areas:

1. *Natural Distribution of phenomena*: In any country, we come across certain naturally developed areas such as the river valley area, forest area, urban settlement area and the tribal area. Whenever a Government wants to demarcate Governmental areas, it would be wise and better for the Government to include the whole of such naturally developed areas in the proposed Governmental area.

2. *Administrative Efficiency*: Efficiency sets certain limits to the areas. Efficiency is largely dependent on the existence of competent and specialised staff possessing diverse skills. Such staff must have sufficient work, and enough clientele to be served and density of population thus becomes a guiding factor in fixing areas.

3. *Adequate Financial Resources*: If sound results are expected, the area chosen must have a strong financial base. It is difficult to demarcate areas on this single principle alone. Large areas may be poor and small areas may be very rich. By adding one poor adjoining area to an already poor area, we only make the whole area poorer. Certainly, such steps thwart progress.

4. *Popular Control*: The area must be sufficiently compact so that Government will not tend to be

irresponsible and people do not lose interest in the activities of the Government. The area has got to be suitable to promote wide-scale popular participation and permit effective popular control.

Certain other principles applied in fixing the field service areas may also be useful in fixing the governmental areas, though they are not always applicable. These principles are:

1. *Span of Control*: The span of control determines the number of subordinates whom an official can supervise effectively. Span of control varies with the agency, the policy, and the competence of the superior officer.

2. *Natural, Physical and Economic Areas*: Division of natural areas has to be avoided and areas which are commercially important need to be recognised.

3. *Work Load*: Broad equalisation of work load is desirable.

4. *Area and Headquarters already in use*: As far as possible, the existing arrangements should not be disturbed and the proposed areas may make use of the facilities which are already available.

Norm		Equivalent in the block.
1. Belief	...	Progress.
2. Sentiment	...	Independence, development and education.
3. End	...	Development and the targets fixed.
4. Norm	...	Education rather than coercion, Participation replacing imposition.
5. Power	...	Power of persuasion.
6. Status-role	...	B.D.O., Gram Sevak. Sarpanch.
7. Rank	...	Adjustments are occurring. At present team idea is present.
8. Sanction	...	Promotions, Transfers, Matching grants, praise for good work.
9. Facilities	...	Natural resources of the villages and the available technology of exploitation.

(Continued on page 23)

5. The Development Block as a social system. Howard Beers and Douglas Ensminger. Indian Journal of Public Administration, Vol. V. No. 2.

5. *Administrative Convenience*: Administrative convenience is determined by travel costs, availability of office space and satisfactory housing.

6. *Political Considerations*: Political considerations need not be given too much importance but they cannot be altogether ignored.

Block as a Unit

As pointed out by the Balwantrai Committee, the block does not lend itself to any definition in precise terms. For example, the rainfall for a block in U.P. varies from 25 inches to 85 inches, population for a block in U.P. is 43,000 while Kerala has blocks with population of nearly five times this size. Accessibility in terms of one mile of pucca road varies from 3.7 to 100. More astonishing is the fact that the block in U.P. is made up of 6 villages while Bihar has a block with 268 villages. An attempt could have been made by the Balwantrai team, to go into further details to justify their stand in considering the block as the unit.

Howard W. Boors and Douglas Ensminger has tried to describe the block as a social system by applying the usual norms applicable to a social system and stating their equivalents for the block as shown below:

3. English Local Government. Herman Finer.

4. Report of the Team for the study of Community Projects and National Extension Service 1957, Vol. 1.

Local Self-Government Administration

M. G.

In all national communities of any size, administration is carried on at two or sometimes at three levels. In the United States, there are three levels, namely, the Federal level, the State level and the Local level. In other countries, there are only two levels, namely, the State level and the Local level. The essence of democracy is decentralisation as many people as possible being given an opportunity to participate in the administration of the country. Broadly speaking, only at the Local level the initiative, enthusiasm and the patriotism of the local citizen can be fully utilised. In U.S.A., there were 116694 units of local Government in 1952. These included 3049 counties, 16778 municipalities, 17202 townships, 67442 school districts and 12319 special districts. These give opportunities for lakhs of citizens to take their place in the governance of their country. The Local Government institutions in the United Kingdom are among the oldest in world. It started with the justice of the peace. He was selected from among the local gentry. He functioned as the agent of the Central Government. Assisted by a few locally appointed officials, the justice of the peace acted as both magistrate and administrator. Only men who were brought up in the ideal of devotion to the Community's welfare were selected for the post. They belonged to a higher class in the social structure and they sought to repay their debt to the community by devoting their service to their welfare. Administration was a simple process then the needs of the people being few. But as the industrial revolution gained momentum, its

demands on local Government administrators caused a heavy strain. This soon led to the enactment of two measures which were fraught with great significance for the future of local Self-Government in the country. The first, the Poor Law Amendment Act of 1834, created boards of guardians with power in order to achieve a more effective basis of local administration, to combine existing parishes into Unions and a central body, the poor law board to regulate the whole system from the Centre. Jeremy Bentham was the great advocate of this paternal administration. The main point about this Act was that it placed responsibility for local administration in the hands of the elected guardians of the poor and established a democratic basis for local Government. The second Act, namely, the Municipal Corporation Act, was placed on the Statute Book in 1835 and it converted the existing borough corporations into public authorities elected by the rate-payers. The next landmark was the introduction of Sanitary Reform. Congestion in the new industrial areas brought health problems to the fore. As a result, an admirable system of health services was begun to be built up. Later, demands for numerous other services were born. These included provision of water supply, improvement of housing, provision of libraries, and town planning. The tempo of expansion increased by and by. In 1888, county councils based on the principles of 1835, took over the general administrative duties of the Justice of the Peace while the larger municipalities were given a new county borough status. In 1894, the sanitary districts were reconsti-

tuted into rural and urban districts and at the same time, the rural parish was reconstituted as a unit of local Government with a council except in the case of very small parishes which became entitled to conduct their affairs through a parish meeting.

Types of Authority

This is a rough and ready picture of local Government in U.K. Broadly the administration of the local services in England and Wales is distributed among six different types of authority, namely, the administrative county, the county borough, the municipal borough, the urban district, the rural district, the parish council or meeting. Except in the case of small parishes, the local authority is an elected council and the general pattern is similar throughout. The work of the local council is administrative rather than legislative. The council is responsible for direction and coordination of policy. It works through two distinct agencies, namely, the Committee system and the local Government officers. The work of the council is divided amongst a number of committees. Each committee is in charge of a separate subject such as education, public health, etc. There is also provision to co-opt members from outside to the committee. This enables independent experts to be included and their advice is often valuable. Each committee elects a Chairman who keeps in close touch with the respective department and in fact acts as administrative liaison when the committee is not in session. The council receives the reports from the committees and generally approves the same. The day-to-day administration is carried on by professional officials who are generally appointed by the council. The professional officials are experts in local self-Government. It is usual

for them to move from one place to another. In this way, they widen their experience and avoid getting into a rut. The work is organised on a departmental basis each department being under the control of a professional administrator. There are two categories of officers namely professional and technical on the one hand and clerical on the other. The clerks are eligible for higher promotions only if they hold the requisite professional qualifications. The Chief Administrator is the Town Clerk. He is almost invariably a lawyer though this has not been statutorily prescribed. He is not only the council's legal adviser but also the right-hand man who sees to the coordination of the work of different departments. Nevertheless his authority is strictly limited and much depends on his personal drive. He cannot interfere with the decisions of his professional colleagues and is not Chief Administrator in the same way as the city manager in U.S.A.

Financial Resources

In the matter of financial resources, local Governments derive their income mainly from four sources, namely, income from property, charges for services, grants from the Central Government and rates. Of these, grants from the Central Government constitutes an important source of income. These grants are calculated as a percentage of the total cost of a particular service and 50% is the percentage generally fixed in such cases. Block grants are also made by the Central Government and in this case, the purposes for which the grants are to be utilised are not mentioned. Rates are often criticised by the people on the ground that they impose unfair burdens on the poorer members of the community, especially those with large families. As a sequel to the grants-in-aid system, the Central Government exercises a close supervision over

local self-Government administration and this is done through a well organised Inspectorate. It is incumbent on the Inspectorate to see that standards of efficiency are properly maintained and to suggest remedial action where necessary. Further, there is a district auditor appointed by the Ministry of Health and he acts independently in his own sphere. The accounts of all local authorities are audited and all except the boroughs must satisfy the district auditor while in the case of boroughs they may appoint professional auditors. The district auditor has powers to disallow expenditure for which there is no statutory authority or lawful expenditure which he deems unreasonable and to surcharge the responsible official for the sums involved. In the present century, the power of the Central Government over the local administrations has increased considerably. This is calculated to ensure the vigour of the local Government system. This is essential for the satisfactory operation of the national administration. This vigour must also rest upon the democratic basis of the local authority being maintained. To this end, it is necessary that there should be widespread interest in the local administration by ordinary citizens.

In India

In India, there is no tradition for local self-Government barring, of course, the village panchayats of old. The modern story of local self-Government in this country begins with the time of Lord Ripon. At his instance, legislation was enacted to bring local bodies into existence to provide a training ground for citizens. In this connection, one may recall what Lord Bryce has said. He observed that the social nature of man functions best in small communities. Further, local citizens are

best fitted to deal with local problems. Where local institutions had failed, the democracy also came to grief. Dictators generally struck at local Government first in their design to establish dictatorships or absolute rule. In India, the British found panchayats inconvenient and they did away with them. In Russia, Turkey and France as well, the destruction of local Government was followed by the establishment of undemocratic Governments.

Despite all these, the path of local Government in this country has been rough. District Boards had a precarious career, municipal councils in many places are not functioning well. The panchayats are just getting into strides. The fact has to be emphasized in this connection that success of local Government can be ensured here only in the context of three or four basic conditions. First is the literacy of the rate-payers; secondly, the availability of selfless leadership in urban areas; thirdly, the isolation of local Government from the larger arena of party politics and fourthly, the provision of ample financial resources. In all these, our country is backward. Two things, however, have to receive priority in this. First is the education of the rate-payers and the second is the keeping out of local administration from politics. On the first initiative rests with the municipal councils who have to plan out an intensive programme of Public Relations work. The second is the main responsibility of the political Executive of the State. Gladden says that efficient local Government is important to any national system of administration. If therefore democracy in this country is to strike deeper roots, then local Government institutions have to function more efficiently. Steps towards this are urgently necessary.

Lessons in Community Development

KURIANSON

Lesson 4

Rural Experiments in the Past—(Continued)

Q. Last time you had said about the Martandam Experiment as one of the important experiments under private auspices during the British period. You had given some details about that experiment. Can you now tell me how they actually set about their work?

A. Yes, I shall start with some facts relating to the method of operation followed there. Firstly they selected an area for work. It was a village or part of a village or more than one village. A survey was conducted in the selected area to find out what were the strong and weak points. On the basis of the results of this survey, a programme of action was drawn up. For instance, suppose the survey revealed that there was need for improved cattle in a selected area, then attention was concentrated upon it. If the survey pointed out that agricultural production was poor because of poor seed or want of proper fertilisers or manure, then efforts were directed to that end. If again, it was found the area lacked cottage industries, then steps were taken to improve the position in that regard. Before introducing improvements, a barrage of propaganda was put out to mobilise the enthusiasm of the people so that they may extend their full co-operation in the improvements proposed to be carried out. The sponsors of the experiment placed great importance on this aspect of the matter. They had realised that without co-operation of the rural folk, no improvement was possible. There were a number of hurdles in the way of their co-operation. Generally, the village folk were slow to move, were

conservative and lacked self-reliance. Their outlook was fatalistic and this outlook tended to discourage individual efforts on their part. So propaganda or education was necessary to clear the mind of the villagers of fatalism, superstition and ignorance and to inculcate in them a progressive outlook. Propaganda was something like spade work before seeds were sown in a field.

Q. How was this propaganda done?

A. Various media of propaganda were adopted. These included rural dramas, rural exhibitions, inter-village competitions and demonstrations.

Q. How were these utilised?

A. Dramas as a means of entertainment and instruction, are as old as India itself. Village life is generally dull and sombre and drama as an entertainment, attract the villagers. From an instructional point of view, ideas presented through dramas made a deeper impression on the people. Similarly, rural exhibitions present ideas in concrete shape and they help to convince people more than anything else. Spencer Hatch, the leader of the Marthandam experiment said, "rural exhibition is one of the indispensable means by which a village or area may promote its social and economic life." Inter-village competitions were organised to create a spirit of emulation among the people. In industry, competition leads to better efficiency and in rural uplift, it stimulates efforts. Demonstrations have a special

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Rambles in Officialdom

(CANDIDUS)

XII. Standards in Officialdom

In officialdom in Bharatania, great weight is attached to "Standards". Formulation of and adherence to the standards—in everything except simple work—is a shibboleth. Standards in office accommodation, standards in staffing of offices standards in furniture, standards in the spare stock to be maintained in the engineering offices—in fact, standards in everything except in standards of the quality and quantity of *per capita* work—turned out in officialdom. At best the question of outturn of work is restricted to the lowest grade in Clericaldom. With a mind turned to planning in a big scale, we as a nation, are all for admiring the frameworks, leaving the dirty work of filling the frame to the others—and the beauty is that everyone of us is of the same views. Standards are fixed after elaborate consultations and committees and very often simplified to the form of multiplication tables. In an administrative office, for example, it works out something like this. One Panjandrum is to have two deputy Panjandrams; each deputy four assistant Panjandrams; and each assistant is to have six superintendents of sections; and each superintendent to have twenty IV officers" in his section; apart 'ministerial officers" apart from two daftaries, four farshes, one waterman, two watchmen, and two sweepers in the common pool. Also each Panjandrum must have two "Class IV officers"—one 'personal', to accompany him in his tours and carry and collect the files from his residence and other allied works; and another 'Official' to attend to his needs while he rules over the office. Our method of development is also unique. We grow—officially—

from top downwards like a genealogy table. When thought is given by a Minister (or a super-Panjandrum) to it, or the force of circumstances demand it, to open a new branch of official work, it variably leads to the creation of a new post, that of a Panjandrum as an "Officer-in-charge" or "Director" of it. Thereafter the Panjandrum works it out himself according to the multiplication table and arranges the sanction. After all, it is not a case of a quantum of work being there for somebody to take it up. We can create work for ourselves, only given a field for it. As one Panjandrum once said "clerks can create work". Why only clerks? Any Panjandrum can also create in an abundant measure. He can call for this statement and that, this report and that; and have them all 'filed' without even as the simplest courtesy due to them—that of reading them!

Candidus remembers the case when under the "Grow More Food" drive of the post-war days, a State sanctioned a scheme with an Engineer as the head and asked him to 'organise his work. Naturally, his first thoughts went to his office and he worked out a blueprint of the staffing arrangements with one office Superintendent, one Accountant, one Cashier, ten Clerks and two "Class IV officers" in a very modest scale to start with. The scheme envisaged the Engineer to tour the State and arrange for minor irrigation work, both official and private, with payment of subsidies as incentive to villagers cooperating in the scheme. The Accountant was there to check payments, as a heavy amount was proposed to be spent under the scheme. The proposal was sent up

and duly sanctioned. But due to some hitch, there was delay in the recruitment of the clerks. However, as an Accountant was readily available, he was sent first. The office was inaugurated with the Engineer as the head and the Accountant as his factotum, for the time being. They sat in the office for a few days "discussing about work". Then the Engineer remembered that he had his tours, as the tour programme that he had sent in the meanwhile had come back duly approved. So he left off, leaving the Accountant as the sole monarch (albeit without any subjects), of the office. This drama went on for full four months, the Engineer sending his reports regularly about the "progress" in the scheme, which after all, was what was required and not petty things like staffing arrangements. The Accountant really got "browned off" as no Accountant or Auditor can remain long without his *raison d'être* of raising some objections; for which there was no occasion here. He fell sick—physically and mentally—and had to be relieved. No doubt, the office remained—and remained officered but unstaffed. It was only after some time that the activities started in all earnestness with its full and sanctioned complement; and sometime more thereafter, when it was wound up without much of a fanfare about its achievements, though the annual administrative report mentioned of so many wells dug, and existing tanks deepened and banded during the working of the scheme.

The cry for the "standards" is now a very useful weapon in the armoury of the service unions in their attacks against the higher ranks of officialdom grandiosely called the "Administration". Once a standard has been fixed, why not adopt it in practice?—is their reasonable argument. You find a defect in the working in offi-

cialdom anywhere; they turn it deftly to the fact that the standards have not been applied. Where no standards have been fixed, they insist on the same, being fixed immediately; and point out that all the ills are due to this defect. But then the flow of work itself may not be uniform and the Panjandrum wants to keep the case under "observation". It might turn out after some time that even the existing staff are unjustified. You think of the poor tax-payer, and start with a vague idea of retrenchment. The Union People soon sense this and they are now up against you; they bring into relief the human aspect of the question. They point out that if a man is thrown out of employment he will be miserable; and what will happen to his family and children who are recognised in the manuals? They want an undertaking for providing alternate employment by the all-powerful administration. So, once a standard has been set, progress can be only in one direction. And it works out like this. If staff falls short of work you have to create more staff; if work falls short of staff you will have to create more work somewhere else to equate it to the existing staff at least, if you can't do better. But in any case you will be a slave to the very standards created by you, and that is sure. The foremost among the opponents to any kind of rationalisation in officialdom will be not only the service union, as one would be led to think from the above, but in an equal measure the Panjandrams, who inwardly have a feeling of "The more the merrier"; as it ultimately serves their interest. Is it not really a sad spectacle that the more we nail our faith to the "standards" the more the "efficiency" goes down? And who really cares? Are we not all—from the topmost Panjandrum to the humble dignitary of a "Class

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[illegible]

IV Officer", when cut to the core,—each one of us, a mere mercenary? Otherwise why do we agitate for Pay Commissions? As mere tools, we are all for the "processes" of administration and not concerned with the "results". The process become more and more involved. A Panjandrum noted for his tongue-in-his-cheek, once compromisingly said, "If we are not going to have quality in the staff, let us atleast have quantity!"—and was liberal in the sanc-

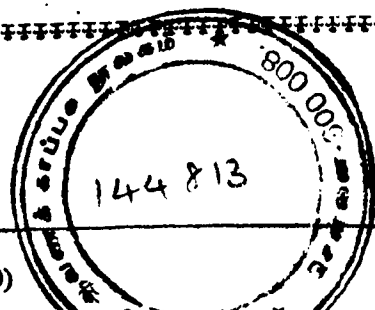
tion of staff using the above dictum. In spite of his being a Panjandrum—or perhaps for the very fact of his being so—he little realised—that quantity will never make up for lack of quality; just as two half-wits can never equal a wit. Rather it will work the other way round deteriorating even the existing quality still further; as the two half-wits will very soon become two nit-wits! God save us from "standards"!

JL
V2, 8m, NSENA
NG1-3-6

Administration

Administration is a moral act and the administrator is a moral Agent.

TEAD



(Continued from page 40)

place in villages. Literacy is mostly suspicious. To them demonstrations have an air of reality and are best calculated to carry conviction.

Q. Is there any other thing remarkable about this experiment?

A. One is the comprehensiveness of the programme adopted. Rural life has many aspects and all these aspects have to be tackled together if substantial progress is to be achieved. While ploughs and poultry

operative credit and marketing reduced his losses, Literacy opened his mind; bore hole latrines ventilators windows and hygienic conditions improved his health and the health of his family and made them do more hard work. Another fact is that the development activities covered all sections of the villagers. The weaker received more attention while the stronger was made more strong. Thirdly, the entire community stood as one man behind the experiment.

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