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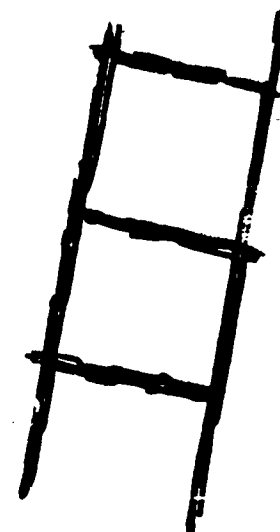
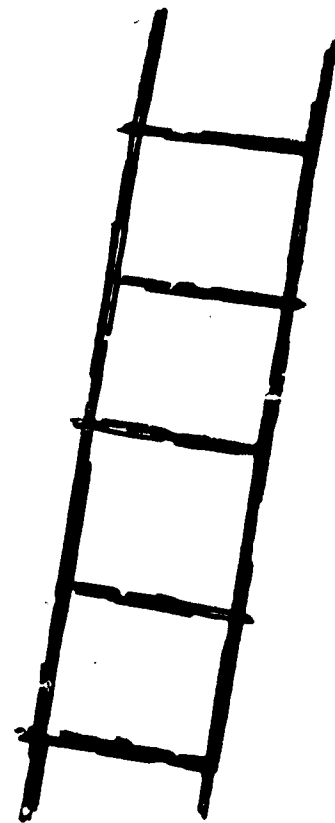
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THE²²⁶ NEW ADMINISTRATOR

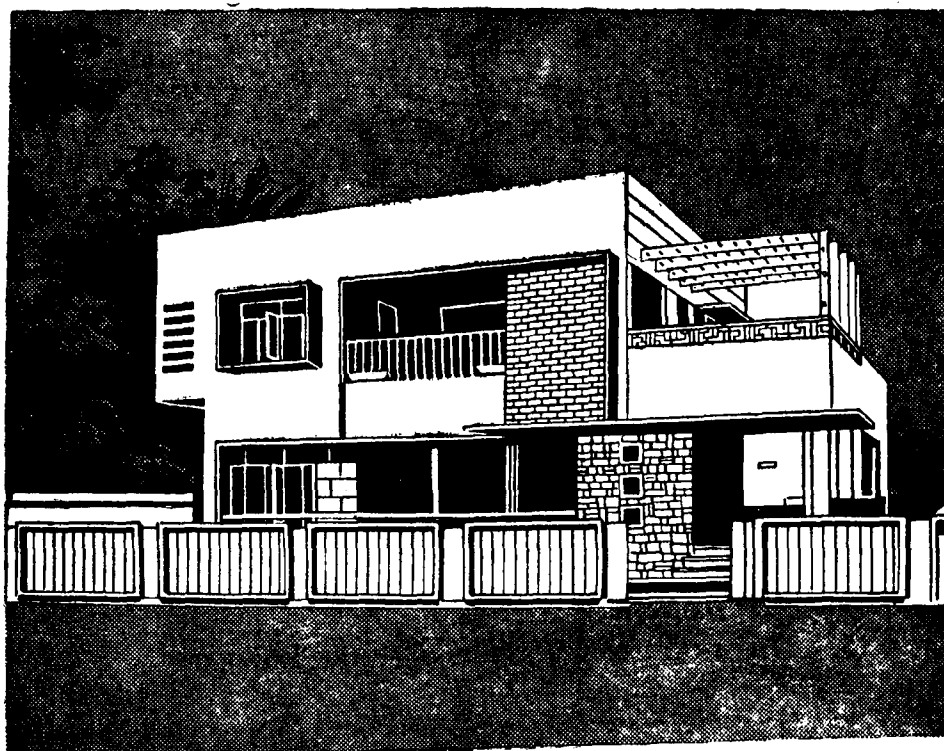


Vol. III No. 8

JUNE 1961

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THE NEW ADMINISTRATOR

Vol. III

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No. 8

ASSISTING THE ADMINISTRATION

Under the tamarind tree of the planned state nothing would seem to grow, so observed an eminent writer recently while commenting on the lack of voluntary efforts in this country to assist the government in promoting national welfare. He mentioned that there are more than 100 organisations in the United Kingdom, all engaged in different spheres of national welfare activity. And all these receive encouragement in different forms at the hands of the Government. The position is the same in the United States also. Of course, it is the home of free enterprise and voluntary efforts in the cause of national welfare receive steady encouragement as a matter of course. The role of voluntary efforts under a democratic form of Government is unmistakable. It is implicit in the very definition of Democracy. Democracy can succeed only when there is broad based co-operation and support from the people. It is a grave fallacy to think that once the people have elected their representatives, they can lapse into inactivity expecting everything to be done by the Government. This attitude may be justifiable under non-democratic forms of Government when people surrender their rights and liberty in order to get benefits from the government without their making any efforts in the matter. History has pointed out that democracy has succeeded only where voluntary efforts have played a fundamental role.

In India, Democracy is a new plant. Here there is little or no tradition for voluntary co-operation with the Government. From the hoary past, the mass of people has been looking to the Government, almost for everything. The position became worse under the British. Then the rulers wanted the people to depend upon them for everything. That was the only way of strengthening their hold upon the people. The loss of self reliance on the

part of the masses in this country has been one of the most unhappy developments under the British rule. No less a person than the Prime Minister has referred to the practice of villagers running to officers even for small things.

Such helpless dependence has no place under a Democratic dispensation. Democracy derives its strength partly from the voluntary co-operation of free men and free women. This co-operation is the main source of nourishment for Democracy. It is the food on which it feeds and the foundation upon which it rests. Of late there has been an increasing recognition of this fact, judging from the utterances of Ministers and leaders of the country. For instance, the Union Health Minister, urged some time ago the formation of rural safety councils to educate the people on the prevention of accidents and the association of voluntary organisations with governmental efforts in this direction. The Minister made this suggestion on the occasion of the observance of the World Health Day. Quite recently the Minister for Community Development summoned a conference of representatives of voluntary organisations to find out how best voluntary efforts could be enlisted to promote Development efforts. Similar efforts are being made in some states also. This is a happy trend.

But more planned efforts are necessary and in this initiative rests with the Union Government. It is a known fact that during the last war the Central Government working through its National War Front Organisation spared no pains to fully exploit voluntary effort in promoting the cause of War Effort. They subsidised almost every voluntary organisation that came forward to support the war. A similar approach is now called for. The country is engaged in a big War against poverty, squalor and ignorance. Only an unqualified victory in the war can lift our country to higher standards. And in achieving this victory we must not count any cost. The resources in men and materials have to be fully utilised. Voluntary organisations, whatever be their kind and activity have to be helped if they are serving the country with a sense of mission. It has also to be remembered that through voluntary organisations and agencies Government can more effectively reach the masses. They can also reach at less cost. A scheme of helping voluntary organisations, economic, educational or social may be considered by the Central Government in this connection.

APPOINTMENTS.

Whenever I fill one vacancy, I make one hundred people discontented and one ungrateful.

LOUIS XIV

News and Notes

Employment Exchanges

There are now a little over 300 employment exchanges in the country, of which nearly 170 exchanges have been opened during the Second Plan. The objective is to have ultimately one employment exchange in each district. Apart from these exchanges, there are special employment exchanges like those at development projects which co-ordinate speedy deployment of surplus workers and supply trained manpower, exchanges in the collieries and university employment bureaus. In the last category are five bureaus set up on a pilot basis at the Universities of Delhi, Calcutta, Kerala, Varanasi and Aligarh to provide not only employment assistance but information about opportunities and careers open to university students. In 1960, on an average nearly 43,400 vacancies were notified every month to the employment exchanges by different categories of employers. The State Governments with over 21,300 vacancies were the largest group, followed by Central Government departments with nearly 10,100 vacancies. Private employers with some 7,100 vacancies came next and quasi-Government and local bodies with nearly 4,900 vacancies were last in the order. While the Central and State Governments make full use of the employment exchanges, a number of quasi-Government and statutory bodies also canalise recruitment through them. The facilities of the exchanges are also availed of by development projects. The total number of employers using the facilities of the exchanges is over 8,800, more than 1,300 having been added to the number in 1960 alone. In 1960, 3,05,553 people were found jobs through the exchanges as against

2,71,131 in the year before. At the end of 1960, the number of persons on the live register of the employment exchanges throughout the country was slightly over 16 lakhs. Some surveys have, however, shown that a significant proportion of those registered are people who are already employed but seek better positions. Some employment seekers register with more than one exchange. At 72 of the 300 odd exchanges, job seekers are being provided vocational guidance and advice regarding employment. Special sections have been set up for this purpose at these exchanges. In 1960 over 14,800 women sought employment opportunities through the exchanges every month, nearly 1,000 more than in the previous year. On an average, 1,740 women were provided jobs every month through the exchanges last year. The monthly average for 1959 was 1,470 women placed.

New Life in an Oriya Village

Bambillo, an unknown village in a jungle area in Orissa, is now on the map. It is now a leading village in the State. A narrow and congested village some eight years ago, today it presents a spectacle of plenty and prosperity. There is a cooperative house-building society, a cooperative farming society and a cooperative store. Streets are broad. The sabha Ghar in the centre of the village is a common meeting place. There is a common orchard, improved cow-sheds and compost pits in either side of the approach road. The extent of cooperative living in the village has gone to the point of owning a motor truck jointly by the villagers. The truck is being run on hire in the nearby mine area. The entire paddy land in the village is

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now under improved cultivation. Joint-farming has been adopted in vegetables. The Mahila Samiti in the village is an active organisation looking after the cultural development of the village. In 1959, the village was adjudged the First Village in the State and a cash prize of Rs. 1,250 was awarded. Today Bambillo is not just one of the 40,000 odd villages of Orissa. Its growth has marked it out from the rest—an example to the others.

Manpower Programme

Ten manpower administrators from eight countries, including India, are receiving instruction from top-ranking American experts on manpower problems for developing areas during a 13-week programme being conducted for them by the U.S. Labour Department. The Indian participant is Maheshwar Prasad, New Delhi, Secretary in the Directorate of Manpower in the Ministry of Home Affairs. The group of administrators from widely separated areas throughout the world have been brought together for a planned programme of intensive training on manpower problems. The foreign participants, who are responsible for manpower planning and administration, in their respective countries, will make field studies of manpower operation in various parts of the United States and in Puerto Rico. The Labour Department will be assisted in carrying out the course by such experts as Dr. Harlan Cleveland, Assistant Secretary of State for International Organisation; Dr. Frederick Harrison, Director of the Institute of Industrial Relations at Princeton University; Ewan Clague, Commissioner of the Bureau of Labour Statistics; Dr. Charles Myers, Director of the Institute of Industrial Relations at the Massachusetts Institute of Tech-

nology; Nathan Goldfinger, of the AFL—CIO Research Department; and Dr. Oliver Caldwell, Chief of the Office of International Education of the U.S. Office of Education. The Labour Department's Bureau of International Labour Affairs is conducting the course in co-operation with the International Co-operation Administration's Office of Labour Affairs.

Budgeting

Some fundamental changes in budgeting procedures in order to give the country a comprehensive and co-ordinated account as to how the Government dealt with enormous investments and assets thereby created was recommended by Mr. M.A. Master, the shipping magnate and eminent economist, in Bombay recently. He was speaking on "The Role of Union Budget and Planned Economy" under the auspices of the Forum of Free Enterprise. He quoted the Parliamentary Estimates Committee report that over Rs. 600 crores raised by additional taxation for the Second Plan had been diverted to non-planned activities and urged for an assurance on the part of the government not to divert scarce resources raised for the Plan in this manner. Pointing out the acquisition of enormous powers by the Government for the economic development of the country, Mr. Master argued that revisions in the Budget procedures were necessary. He deplored the practice of under-estimating the revenues. In the last 10 years, this had resulted in an annual windfall of about Rs. 50 crores to the Exchequer, he added. Yet another point he made was with regard to the large carry-over of the external aid received during the Second Plan. With the growth of

(Continued on page 16)

Trends in Administration

Cooperative Seminar

Inaugurating the Third Seminar organised by the District Cooperative Institute at Bharatpur, the Deputy Minister, Cooperation, Rajasthan, stressed the importance of such seminars in solving common problems and difficulties. Cooperation, he said, was the only way by which economic and social freedom could be established in the country. He said, that cooperatives could eliminate middle-men's profit in the field of agriculture, small Industries and animal husbandry. "We shall have to make it a way of life to solve the problems of rural masses and uplift them", but cooperative workers should work with missionary zeal to achieve this end. Only then it will be possible for the mass of people to imbibe the spirit of cooperation. The tendency is widespread in this country to assess the progress of the cooperative movement in terms of the number of societies and the amount of money lent out. This is a wrong approach. As in many things, quality counts for more than quantity, in the sphere of cooperation. The movement cannot endure whatever be the support of the Government unless the people have cultivated the cooperative outlook. To this end, systematic propaganda is necessary by the cooperative department. Films, Dramas, Gramophone records competitions and similar other media have to be freely resorted to in order to disseminate ideas about cooperation among the people. This aspect of the matter has not received sufficient attention till now in our country. On the other hand more attention has been paid to the multiplication of societies of various types at a hectic pace.

A number of societies has failed and this failure has had an adverse effect on the progress of the movement. So what is wanted is more spade work before societies are launched.

Panchayat Raj

Mr S.K. Dey, Union Minister for Community Development, recently deplored the tendency of some M. Ps. and M.L.As. to assume office in Panchayat Raj institutions while, at the same time, retaining their membership of the State legislature or Parliament. Characterising this as an "unhappy feature" he said this attempt to have the best of both worlds, if allowed to continue, was bound to lead to some form of totalitarianism and the subversion of democracy. He also referred to certain difficulties experienced in the establishment of Panchayat Raj. On the one hand people did not realise the real powers that were intended to be conferred on them. On the other there was a realisation by many, both in Government and outside, that their arbitrary powers would be undermined for ever if people begin genuinely to exercise power for themselves. "So, organised resistance is beginning to develop in many quarters, consisting of recalcitrant politicians and Government servants and many a parasitic member of the village getting into a combination against this new people's movement." The only way therefore, is to educate all concerned in the working of the scheme into the proper outlook. At present little attention is paid to this aspect. There is on the other hand a frenzied hurry on the part of representative institutions to get more and more powers and a similar attitude on the part of the political Executive in some

State to give more and more authority to local self Government institutions. This will not take us anywhere. In the first place Panchayats have to be made more capable before they are given more powers. It is not often realised that failure on the part of Panchayats to exercise their authority properly may lead to difficulties and may tend to dampen the prospects of the local self Government in the country. Such a contingency can be avoided only if the all those concerned are provided with proper instruction and guidance. In this educational propaganda, it is incumbent on the part of the Governments to harness the support of private organisations also. It may not be possible for Governments alone to do this job satisfactorily. Experience in other countries shows that we have to tap fully private initiative in order to achieve quick success.

Quick Decision and Quick Action

The Prime Minister recently called for quick decision and quick action in the implementation of Government Plans and policies. He spoke of delays in the execution of the policies laid down by the Government because of the slow moving processes and methods of work. It was of vital significance he said that there should not only be quick decisions but they should also be followed by quick action. The need for quickening the tempo of business in the field of public administration cannot be over estimated. Delays have become all too frequent since Independence. The causes for delayed decisions generally fall into two categories. Firstly delays may be due to the lack of experience and proper equipment on the part of officers who are to take decisions. Experienced officers with a mind fed by information acquired by

constant study can decide a matter with ten times more quickness than others. Owing to the rapid expansion of Governmental activities since Independence it has become difficult to secure experienced people to fill positions in the higher rungs of the ladder. But what is to be regretted is that many of them do not exhibit an inclination to make up for the lack of experience by constant efforts at self development. There are also cases in which officers fail to take quick decisions not because they lack experience or equipment but because they are afraid to tread on the corns of others. Politics have got mixed up with administration and civil servants often fear to take correct decisions lest they should offend their political superiors. They therefore take line of least resistance and stave off the evil day as far as possible. A servile bureaucracy is a drag on a democratic administration.

More Libraries

It is reported in the Press that the number of libraries has increased ten times in ten years in Kerala. This is certainly commendable progress. The importance of public libraries under Democracy cannot be over-emphasised. It may be argued that in a country where the majority of people are illiterate there is not much use in the extension of library facilities. It is here that the validity of the Filtration theory comes in. It may be recalled that in the early days of the British Rule they encouraged only higher education and their argument was that the few who had had received higher education would be able to transmit their knowledge to the masses with whom they came into daily contact. In other words the knowledge gained by the higher classes would filter down to the masses. This theory is applicable in the present context also.

The literate section of the people in an area may make use of the library facilities made available to them and acquire more knowledge. This knowledge may spill over to the masses of people with whom the literate section has daily contact. Thus libraries through the agency of the literate section can spread the leaven. In this context the need for special libraries for public servants may be emphasised. The suggestion has been made many times in these columns that all public offices might be provided with small libraries stocked with books and journals dealing with administration and providing useful information about our country. These will not only improve the efficiency of public servants but would also promote emotional integration. After all, the investment will not be much but the benefits will be incalculable. More efficient public servants with a better sense of the unity of India and with an antipathy towards centrifugal tendencies will emerge as a result. People talk of investing more and more funds in the Five-Year Plans. But what we invest can bring about the maximum benefit only if public servants are efficient and if they develop a national outlook. Nothing can achieve these ends as libraries.

Panchayat Raj Institutions

Panchayat Raj institutions should be assisted by voluntary organisations in the implementation of development and training programmes. This was unanimously accepted by the Conference of All-India Voluntary Organisations, convened by the Ministry of Community Development and Cooperation in New Delhi recently. Inaugurating the Conference, Shri S. K. Dey, Union Minister of Community Development and Cooperation, advocated

the promotion of a large number of associate institutions at the village level to assist the panchayats in the discharge of their responsibilities and duties. The Minister envisaged that the coordination of the work of the different associate institutions would be effected by statutory bodies, viz., the panchayats at the village level and the panchayat samitis and Zilla Parishads at the block and district levels. Referring to the progress of Panchayat Raj, the Minister remarked that several problems were emerging, which demonstrated that the system had "tremendous potentialities as well as dangers." Instead of effecting a wide dispersal of powers, he felt, the system was attracting political aspirants, thereby helping to concentrate authority in the hands of the Presidents of these statutory bodies. He also observed that the national priorities were not being adhered to by these bodies, specially at the village and block levels, who were concentrating on programmes relating to amenities rather than production. The question of the weaker sections, according to him, was also not receiving the attention it deserved. These, the Minister added, were unhealthy developments. What was worse was that the people at the village level were not aware of the significance of Panchayat Raj. He was confident that a stage had come, when it was essential to secure the assistance of voluntary organisations in educating the people, evaluating the work of these organisations and promoting associate institutions at the grass roots. Shri Prakash Narayan urged voluntary organisations not to precipitate class or caste conflicts in villages. While it was desirable to urge upon the stronger sections not to be selfish, it was also necessary to educate the weaker sections not

to make demands which would disrupt the unity of rural society. There were two or three spheres of activities, according to Shri Narayan, in which voluntary agencies could play an important part. These related firstly to the need to impress upon the people the opportunities opened to them by Panchayat Raj and to make them realise that they can now manage their own affairs. Secondly, there was the problem of specialised education, i.e., training the people in the art of manning these institutions in the right way. Due to certain historical forces, he said, the villager had lost the art of governance. Thirdly, there was the task of protecting the weaker sections of rural society from the powers vested in these institutions. The Conference emphasised that voluntary organisations could play an important role in mobilising public opinion and educating the masses, and recommended that there should be an agreed programme in which both voluntary organisations and Panchayat Raj institutions should be closely associated.

Exercise of Authority

Recently it was observed in a High Court judgment that Government Servants should exercise their authority with due respect to the rights of every citizen. It is a sad feature that during Independence this fact is often forgotten by many public servants. Sometime ago the Union Minister for Finance exhorted officers of the Revenue organisations not to harass the people. In another place merchants observed hartal to protest against the harassment of commercial tax officers. Regarding harassment by police officers, news items frequently appear in the press. "The test of Democracy observes H.D. Smith is to utilise Government and still retain our precious individual

freedoms." Aristotle said that the principle of Democracy is Liberty. It is therefore important that the freedom and the rights of the individuals are scrupulously observed by public servants in the discharge of their duties. In some cases harassment may be due to the misguided zeal of individual officers. Sometimes it may also be due to the fondness of public servants to display their authority. Often times motives unconnected with the efficient discharge of one's duty may figure in cases of harassment. The remedy for all these is for the public servants to cultivate the welfare outlook. It is an axiomatic truth that outlook tends to colour human conduct, so if conduct is to be improved, the proper outlook has to be developed. This is the crux of the matter. In a transitional period from the Police to the Welfare State special efforts are necessary by the Government to educate public servants in the Welfare State outlook.

Community Development

The Community Development programme will cover the entire country by October 1963. The programme, which was launched on October 2, 1952, now extends to over 3,100 blocks comprising some 4 lakh villages and benefits nearly 20 crores of people. In over 1,000 blocks the programme has been in existence for more than five years. When the programme was first launched it covered slightly over 200 blocks. The object of the programme is to bring the intensive effort of different developmental agencies to bear on the area covered by each development block, the agencies working as a team in co-operation with the people and enlisting their active participation in it. The programme seeks to enable the local communities to put forth their best effort and take the

fullest advantage of their resources. Over the years increasing emphasis has been laid on production programmes, particularly the stepping up of agricultural output and development of fisheries, animal husbandry and minor irrigation. While work to improve the living conditions of the people in the fields of health, education and organisation of youth clubs and Mahila Samitis, etc., forms an integral and important part of the programme, it is recognised that the real test of its effectiveness is in the sphere of agricultural improvement and achievement of higher outputs. Village production plans are being prepared through panchayats and co-operatives providing for the full utilisation of local resources while credit, supply of fertilisers and other assistance are being assured. Trained Gram Sevaks and Sevikas are attached to local agencies like panchayats mainly for agricultural extension work. There are now nearly 31,000 Gram Sevaks and some 2,800 Gram Sevikas all over the country. Nearly 3,200 agricultural extension officers work in different blocks to carry the message of improved farming to the farmer's doorstep. There are over 2,800 animal husbandry extension officers also. To guide and help the people in different fields there are extension officers for activities like social education. In the last two years, the concept of democratic decentralisation has taken roots and statutory panchayats with enhanced powers are being set up in different States to plan and execute development programmes. Several institutions and agencies have been set up to provide training to the personnel engaged in Community Development work not only in their technical skills but also in developing a proper outlook and approach to the people.

Cooperation Shows the Way

Cooperation as a way of life has come to stay. It has permeated all sections of society and all spheres of human activity in every nook and corner of the country. The cooperative movement in India, which started about 60 years ago, gathered momentum after Independence. When the country embarked on the First Five-Year Plan in April, 1951, special efforts were made to promote cooperation. These efforts were accelerated in the Second Five-Year Plan, as a result of which substantial progress has been achieved in the first decade of planning. By June, 1959, there were 2.84 lakhs cooperative societies with a membership of nearly 25 million and a working capital of Rs. 880 crores. On a rough estimate, these societies cater to the needs of nearly one-third of the population in India. Right from the time the cooperative movement programme was launched, agricultural credit societies have been numerically the most important. These number 1.83 lakhs with a membership of nearly 12 million. Next come weavers' societies and other industrial co-operatives, together numbering about 25,000. Next in order among non-credit societies are cane supply societies, consumers' societies marketing societies and housing societies. The agricultural societies cover 60 per cent of the villages and 20 per cent of the rural population and are federated into 402 central cooperative banks which in turn, are affiliated to apex cooperative banks at the State level. There are other important credit cooperative institutions like land mortgage banks, grain banks and urban cooperative banks. Agricultural Credit system has expanded considerably during the last decade. The total amount of short and medium term credit

registered an increase by eight times, i.e., from Rs. 23 crores in 1950-51 to Rs. 190 crores in 1960-61. There was a similar increase in the long term loans advanced by land mortgage banks from about Rs. 4 crores in 1951-52 to Rs. 22 crores at the end of 1959. New dimensions are now visualized for the Cooperative Sector. Service Cooperatives in the villages are playing a vital role in our rural economy and are providing credit and distribution of commodities like seeds, fertilisers, iron and steel, cement, kerosene, sugar, etc. They also provide service of skilled personnel and machinery for scientific farming and are progressively federating into higher tiers at District, State and National levels. There are already 1,800 co-operative societies where land is jointly cultivated and managed and they have been making progress. An elaborate scheme has been drawn up for the expansion of the programme of joint cooperative farming during the Third Plan. Increased production alone will not, however, lead to a rise in the per capita income of the agriculturist. Farmers can reap the full benefits of their bumper harvests if the agent who takes away the lion's share of profit is eliminated. Therefore, co-operative marketing and processing of agricultural products must be developed. Some 1,900 new primary marketing societies, have been set up in the Second Plan. These societies have joined together to constitute marketing federations in the States. With the special attention paid to the cooperative processing of agricultural products, considerable progress has been made in sugarcane and cotton. Half of the 52 cooperative sugarcane factories which were licensed, have started production and a considerable portion of the total sugar in the country is being

produced in the cooperative sector. Cooperatives have also grown in many industries and there are 25,000 such cooperatives in the country. The most significant of these are handloom weaving societies which have their own apex institutions to handle services ranging from the supply of yarn to the sale of finished products. They have also combined to set up cooperative spinning mills which produce yarn for the use of their members. There are other kinds of cooperatives which deal with activities like housing, printing and publishing, dairy keeping, fisheries transport and labour contracts. The total number of such societies, at the end of 1959, was 20,000, of which 4,700 were housing societies 7,000 consumers' stores and a little over 1,000 labour contract societies.

Medical Treatment

A new out-patient department has been opened in Madras in the General Hospital. This department is exclusively meant for Government servants—gazetted and non-gazetted staff and employees of local bodies drawing a salary of Rs. 300 and below and their families. The new arrangement, it is expected, will enable Government employees to get quick and prompt treatment. A separate Medical officer will be in charge of the department which will be open between 7 a.m. and 9 a.m. daily. There are also separate sections for the supply of medicines and costly drugs, issue of out-patient tickets and for injections. This is no doubt a step in the right direction. Such special concessions will necessarily have a healthy effect on the efficiency of Public Service. When Public Servants come to realise that Government are doing their best to minimise their hardships and difficulties, they are bound to feel a sense of gratitude and this

in turn will induce them to do more efficient work. It is no longer a moot point, that welfare measures for public servants help the promotion of efficiency.

Duty of the Police

Speaking at the police cultural meet at Ooty, the Finance Minister, Madras, said: The duties of the police were becoming more and more complex and complicated, and they could not function now in the same manner as they had done during the foreign regime. In those days people thought the police were exercising undue authority over them, but now in a democratic set-up, they need not think like that. It was the duty of the police to make the citizens realise that they were their friends, philosophers and guides. The people in their turn should realise that often the police would have to deal with troublesome elements for the benefit of the society. In this task, even the legitimate exercise of authority of the police was likely to be misunderstood. Very often, there were complaints that the police had overdone their jobs. Mr. Subramaniam said that on the whole, the police force not only in Madras State, but all over India had come to realise its legitimate function and role in a democracy. Unless public cooperation was forthcoming in a large measure, it would not be possible for the police to function however efficient it might be. In this context, cultural and welfare shows were important in establishing friendly and cordial relations between the police and the public. Such functions also served to emphasise the unity of the country. This sense of unity should be developed more and more by getting up all-India functions where the police from various States could come together in a spirit

of comradeship. The stress laid by the Minister on the importance of public cooperation needs underlining. Oftentimes, the complaint is heard that the police at the present day do not receive public cooperation in an adequate measure, but if the police are able to create confidence in the public, then such cooperation will be forthcoming in a spontaneous manner. The task of creating confidence is not an easy thing. Perhaps the whole question of police-public relationship might be studied by an expert committee in each State.

Delays

Addressing the Collectors' Conference, Mr. V. V. Giri said, the cry everywhere seemed to be that there was too much of red-tapism in all offices of the Government and there was inordinate delay in the disposal of important issues. "I feel that whenever such questions arise, which deserve not only immediate attention but disposal, District Collectors and such officers as are connected with the particular issue should be called to the headquarters and after full discussions, decisions should be reached at the highest level." The Governor felt that in many important matters, delays occurred because the district officers were not given that discretion to arrive at speedy decisions themselves without being afterwards questioned as to the *bona fides* of the action taken. At the same time, he always expected that the District Collectors, who were really heads of the district administration, would be overcareful in exercising their discretion. Mr. Giri suggested that files which came up before Ministers should be treated like creditors and disposed of immediately to avoid red-tapism in administration. He said the situation could be improved if all communications of Ministers were answered without any avoidable

delay. In all big issues which came up for decision before Ministers requiring their closest scrutiny and study, they should first be ready with their tentative views and, at the earliest opportunity, must call for a conference of those interested in the issue and then finally come to a decision without any loss of time. Success of the administration depended on the coordination of the Ministries concerned with reference to an issue in which they were directly or indirectly involved. The Secretaries should consider themselves as junior comrades of the Ministers. They should not feel any fear of consequences if they stated their views clearly to the Ministers. "The Ministers themselves, I am confident, in their turn, will appreciate a point of view if it comes into conflict with their own." If this attitude was followed by the Secretariat, officers would be able to state their views in an impartial manner. Otherwise, there would be a tendency on the part of the Secretaries to try and know the Minister's mind in advance and prepare the background as it would suit him and sometimes this might not be really beneficial to the State.

Morale of the Services

Recently a correspondent observed that in administration, much productive time was wasted on meetings and conferences of senior officers. He said that this was because even top administrators were not prepared to take responsibility for their own actions and wanted to share them with others. This reveals, he says, a state of demoralisation of the public services in our country. One reason according to him for this is the interference of M.L.As. in the day-to-day administration. Such interference dampens the enthusiasm and initiative of civil servants. He says, that

during the time of Mr. C. Rajagopalachari as Chief Minister of Madras, he issued instructions to all District Collectors that they need not be afraid of the local members of the Legislature. Mr. Rajagopalachari generally backed the civilians. The correspondent says that this healthy convention should be revived if the services are to function efficiently. These observations of the correspondent should give much food for thought. Political interference in administration has been the bane since Independence. Statesman like Sardar Patel, deprecated it in strong terms. All the same, the evil is there. More thought is therefore, to be given to this matter with a view to eradicating the evil.

District Collector

"The District Collector is the pivot of the district administration and the coordinating agent in the matter of implementing new reforms connected with Panchayat administration in the villages. His role in the present administrative setup is unlike that of the olden days; it is now that of the principal welfare officer in the district", observed the Governor of Madras, while addressing a conference of Collectors, recently. These observations need to be stressed again. One of the most lamentable things that has taken place in the field of administration since Independence is the marked decline in the status and prestige of the District Collector. Under the British, he was one of the main pillars of the Government. He was the man on the spot and everything was eschewed that tended to weaken his position. Even the most powerful man in the district could not ignore him. He was the Government on the spot. He was the symbol of governmental authority. Nothing could take place

in the district behind his back or without his knowledge. He held the balance between conflicting elements in the district and he had the last word in everything concerning the district. But with Independence, all these things went by the Board. Now, he is only one of the many officers in the district. The politician can easily by-pass him and sometimes he can get things done in spite of his opposition. His recommendations are sometimes easily overruled and influential groups occasionally challenge his authority. His pleasure or displeasure does not count for much now. Most people may know these facts but many may not have fully realised the implications involved in the weakening of the status of the District Collector. This weakening has done much to impair administrative efficiency. It has also tended to demoralise the district administration. Fortifying his position is one of the most urgent things needed before the launching of the Third Five-Year Plan.

Pioneer Work

The Andhra Pradesh Secretariat Association is doing pioneer work. It is not confining itself to bargaining with the Government on questions of salary or allowances. It has in some directions cut new grounds. Recently it held a service seminar in which talks on a number of useful subjects were given by knowledgeable personalities. It has also organised an essay competition. The subjects of the essay competition are 'Human Relations in Administration and the Secretariat in a welfare State.' Such competitions are sure to stimulate thinking and help the self-development of public servants. The equipment of a public servant is what counts in a welfare State. His knowledge of rules and procedures is only a matter of subsidiary importance. His outlook is important and this

outlook is shaped by his equipment. Service organisations can do much in improving the outlook of public servants. In countries like U.K. such organisations have provided immense facilities to enable public servants to improve their equipment. In this country, service organisations were hitherto concerned mainly with their rights. It is a happy sign that some of them have begun to realise their wider responsibilities in the matter. Andhra Pradesh has set an example in the matter and it is up to the Associations in other States to take similar steps. Administrative efficiency is the need of the day and in promoting it, service associations can play a vital role. What is wanted in this matter as in many other things is good leadership.

Evaluation Cells

The Union Government has asked State Governments to set up evaluation cells to assess the progress made in respect of scheduled castes, scheduled tribes and backward classes. Of late evaluation cells are multiplying in several sectors of governmental activity. They are no doubt necessary but their effect depends on how efficiently they do the work and how closely their guidance is availed of by the concerned departments. Oftentimes, it happens that evaluation reports are simply read and filed. The enthusiasm with which the reports are welcomed evaporates once they are read. They are easily pigeon-holed and very little thought is given to them afterwards. There are, however, one or two conditions necessary for the success of evaluation work. One is that the personnel of the evaluation organisation must have specialised knowledge. Secondly, they should be objective in their outlook. Thirdly, their approach must be realistic. Fourthly, they should not be dogmatic or dictatorial. They should

not think that they have a monopoly of wisdom and knowledge. Their success depends upon these, among other things.

Democratic Decentralisation

Speaking sometime ago at Mysore, Mr. S. K. Dey said that in the initial stages of the Community Development Programme, it was found that an amazing combination of bad Government servants and bad politicians made it difficult for Government to serve the people in rural areas. So the Government decided upon the policy of decentralisation. He said that the success of decentralisation depended upon the extent to which they were able to create an awakening among the people. In the Parliament, Mr. Dey referred to the difficulties in the way of Panchayat Raj and enunciated some tests to assess its success. These tests include among other things : (1) Whether the Panchayat Raj is utilising properly the resources in men and materials placed at their disposal ; (2) whether it is dispersing initiative both vertically and horizontally ; (3) whether there has been a better understanding of Democracy among the people ; (4) whether the Panchayat Raj has been able to mobilise the idle resources in the village ; and (5) whether it has been able to ensure social justice, that is, assistance to the weaker sections of the Community. Recently Mr. J. P. Narain said that the administrative setup is top-heavy and the number of officers are increasing. The gulf between the people and the public servants are widening. So, villages have to be given wider powers, he suggested. But the people have to be trained in the art of self-government first. In this connection, Mr. E. Root has observed to the effect : 'The art of self-Government does not come to men by nature. In has to

be learned; facility in it has to be acquired. The process is long and laborious. It is not merely a matter of intellectual appreciation, but chiefly development of character. At the base of all popular Government lies individual self-control. This involves not only intelligence, but also moral qualities. Men must be willing to sacrifice something of their apparent self-interest in the larger interests of the State. Without this sacrifice, no self-Government is possible.'

Red Ink Against Delays

It is reported in the press that the procedure of initialling notes in red ink in cases submitted after seven days by the concerned assistants or clerks was introduced in a Calcutta office some two years ago. This has resulted in minimising delays. So red ink has an achievement to its credit, but it cannot serve as a remedy but is only in the nature of a palliative. Some years ago, in one State, placards were distributed to office personnel with the words "DELAY IS DANGEROUS", but the device worked only for some time. Administrative delays are the result of a combination of causes and these have to be tackled if there is to be substantial quickness in the despatch of business. These causes have been referred to more than once in these columns. These include among other things a sharp increase in the number of Government employees, the lack of experience on the part of many of them, the incursion of politics into the field of administration, the lack of incentives, the lack of a fool proof system of promotion, the absence of facilities for Government servants to improve their efficiency and a lack of sense of mission on the part of public servants. Only when the root causes of the malady are tackled, it will be

possible for administrative delays being reduced to a minimum. We have been more concerned with treating the symptoms rather than the disease. It is time that we take serious thought about treating the disease itself. The discussions in the Parliament about the Third Plan has disclosed two important facts, namely, the success of the Plan will need not only more administrators, but more individual, efficiency and far better organisation and methods. Secondly, there is need to eschew political bias in taking decisions.

Confidential Records

A correspondent asks whether confidential reports are maintained properly enough to serve as a reliable basis for assessing merit. He observes that the second Pay Commission has rightly observed that character rolls in a majority of cases are not an objective assessment, but reflect only the personal prejudices and predilections of the reporting officers and that even when a report is not vitiated by such feelings, it is apt to be too vague to do justice to the employee reported upon. Therefore, if merit is decided on the basis of confidential reports, it will be the "below the average", who will come up as they are the ones who indulge in pleasing the officers. They in turn expect their subordinates also to do the same thing and a vicious circle is formed. The correspondent therefore suggests that steps need to be taken to make confidential reports more reliable. He says that every adverse entry against a person must be intimated to him and representations against such adverse entry must be carefully scrutinised by an impartial authority. In cases where it has been proved that remarks in the confidential report have been inspired by prejudice or malice, then disciplinary action must be taken

against the officer concerned. This suggestion is worth consideration. Fair promotions constitute a vital factor in stepping up administrative efficiency and keeping the morale of public servants at a high pitch. Officers making promotions often forget this fact. They think that promotions are a matter between them and the persons promoted. In the early days of Independence, many Ministers also laboured under this delusion. It is common knowledge that this approach has done much havoc. It is not too late to realise that a sound system of promotions has a fundamental role to play in promoting efficiency.

Future of Cooperation

Mr. H. V. R. Iengar, Governor of the Reserve Bank of India, recently said, "It is futile to expect progress on any substantial scale in the agricultural cooperative sector with crop yields so pitifully low as they are in India." The average yield of rice per acre in India, he said, was 906 lb. as against 4,243 lb. in Japan. The effort to build up cooperatives must, of necessity, be coordinated with efforts to increase agricultural yields. From this point of view, he felt the Indian story till recent years was depressing. Mr. Iengar, however, said, the future of cooperation in India was full of promise. He saw in the cooperative field great stirrings in the minds of the people. Social attitudes generally in the country were changing, and changing in the right direction. Comparing the progress made by the cooperative movement in Japan with that in India, Mr. Iengar said, the resources of cooperative institutions in Japan and their place in the total economy of that country told an astounding story. The Japanese had never had the problem which they, in India, were having—of

exhorting people to join cooperatives and making it worth while for them to do so. There was absolutely no question today in Japan of the co-operative borrowing from the Central Bank of the country or from anybody else. Cooperatives were not only self-contained but they had a surplus which was invested either in securities or in industries, generally those associated with agriculture. The basic qualities, which had led to this remarkable state of affairs, were the spirit of cooperation inherent in the Japanese people, their tremendous capacity for hard work and their sense of discipline. In India, he said, the severe pressure on land

and the rigidities of the Indian social system operated as barriers to cooperative effort. One point that interested him a great deal in Japan, was the fact that the rate of interest charged by cooperatives was in the region of 10 to 11 per cent. He had been a little surprised here to find people objecting to the rate of interest charged by cooperatives going up even by a small bit. He wondered if there was adequate appreciation in our country of the fact that what was more important than the rate of interest was that the farmer must get adequate credit from a single institutional source and that he must get that credit in time.

A Good Ideal	Humanising the Services
If I were a baker, it would be my pride The best of all bakers to be. If I were a tinker, no tinker besides Would mend an old skillet like me.	I have repeatedly stated that it is our intention to humanise the postal services. I mean by that that I want to make every man and woman feel that in this greatest of world's business undertakings, he is a partner, whose individual judgment is valued and whose welfare is of utmost importance to the successful operation of the whole organisation.
ANON	POSTMASTER-GENERAL HAYS

(Continued from page 4)

the State Sector, Mr. Master emphasised the necessity to give a review in the Budget of the state of affairs of industrial undertakings as also other projects like power houses. Stating that the public debt of the country would increase to over Rs. 12,000 crores by 1966 from

the current figure of Rs. 7,400 crores, Mr. Master urged the Finance Minister to give in his Budget speech a clear picture of the public debt and the resources position of the economy. Mr. Master warned that there should be a revolutionary change in the role of the Budget in future.

Some Basic Concepts of Democracy

JOHN T. REID

Democracy is a complex of many factors. It is distinguishable, of course, by its governmental institutions such as freely-elected, representative legislatures, guaranteed civil rights, widespread suffrage, and free political parties. It is "government by the people," and all the complicated mechanisms which that simple phrase of Abraham Lincoln implies. Democracy is also characterized by a wide sharing or dispersion of powers and responsibilities, rights and duties. No single man, no group possesses exclusive power, and all citizens have their responsibilities, great or small, in a working democracy. While the will of the majority is decisive in democratic decisions, an essential principle of democracy is respect for and protection of the rights of minorities, who in turn have their well-defined obligations and duties. But democracy means more than a system of Government. It touches those who live under its sway in so many ways, that one can call it a way of life.

The Dignity of Man

A basic principle of democracy is a full recognition of the dignity and worth of the individual. In this fundamental respect, it differs from absolute monarchy and all forms of totalitarianism. In anti-democratic societies, the dignity and strength of the State far overshadow the individual and he becomes a mere unit, shorn in varying degrees of his own rights as a divinely-created soul, a cog in an immense machine into which he must be fitted—by force if necessary. Man's dignity, in the democratic view, is not something conferred on him or legislated into existence. It is part of his birth-

right as a human being. Man's dignity can be warped and limited by unjust and tyrannical Governments; it also can be made fruitful and flourishing when he lives in a society of free individuals having respect for and duties to one another. In a democracy, each person is important as an individual; his well-being is vital in itself. Human life, according to democratic principles, is precious—far more significant than the impersonal State. In a true democracy, money, machines, and systems are important only as they contribute to man's welfare. In its long period of growth, the criterion which has marked the inner shape of democracy has been its citizens' attitude towards man as a sovereign individual. Lincoln said: "As I would not be a slave, so I would not be a master. This expresses my ideal of democracy. Whatever differs from this, to the extent of the difference, is no democracy." Prime Minister Nehru expresses similar sentiments: "Democracy and socialism are means to an end, not the end itself. We talk of the good of society. Is this something apart from and transcending the good of the individuals composing it? If the individual is ignored and sacrificed for what is considered the good of society, is that the right objective to have? Human dignity is not merely a high-sounding phrase. It involves the belief that an individual is worthy of respect in his own right; that he has the ability to recognize moral values, to distinguish good from evil, right from wrong; that he can make rational decisions affecting his own welfare and destiny; and that, in cooperation

When do Civil Servants Become Powerful (UNICORN)

Whatever be the form of Government, bureaucracy, which is manned by civil servants, occupies a key position. In recent times, the fear has been expressed that one of the dangers to be guarded against under any scheme of parliamentary democracy is the excessive authority of the bureaucracy. The vast powers exercised by bureaucracy under the democratic form of Government has been termed "THE NEW DESPOTISM". The new despotism is said to be worse than the old despotism. The outcry is common in some of the democratic countries against giving more and more powers to civil servants. It is argued that such concentration of power in civil servants nullifies the very essence of democracy. But realistically speaking, all these fears are groundless. Bureaucracy is a necessary evil and no modern Government can get on without them. But with an alert and vigilant legislature, it is possible to keep bureaucracy within limits.

There are, however, certain conditions under which civil servants can possibly become powerful under democracy. A political executive which lacks administrative competence, always provides scope for civil servants to become powerful. In some democratic countries, Ministers are selected for qualities of which administrative competence is not always the most important. H. E. Dale, writing of the higher civil servants in Great Britain, notes that at Westminster, competition for Cabinet rank is so keen that M. Ps. of proved ability are usually selected. In Australia, however, the case is different. There the choice

of Ministers is limited by the nature of the agreement reached between the two political parties. According to a recent writer "The Australian Cabinet Minister even now, is primarily a loyal party worker and only rarely a man of brilliant performance in scholarship, business, the professions and other non-political occupations. He is a skilled politician and wields power in his party. He will probably make a good showing in Parliament whose ways he knows from long experience. But it is only rarely that he is a man of sufficient personal distinction to impose himself upon his permanent advisers and make himself the master of his department."

Another factor that has tends to weaken the control of Ministers over the administration is frequent Cabinet changes. France is a classic example in this matter. There, as a result, civil servants are powerful. This is also the case in some of the countries which have achieved democracy in the recent past. When the political executive is instable, they lose all interest in administration and is always preoccupied with political manoeuvrings and manipulations. It is inevitable in such circumstances for the brunt of the responsibility to fall on the civil servants. And more responsibility means more power. Incidentally, constant Cabinet changes in any country is primarily due to the lack of steady public opinion. It is here that the importance of an educated as well as alert electorate comes in. A third circumstance that enables civil servants to become powerful is the isolation of Ministers from administration. In

some countries, they confine themselves for a considerable part of the year to their capitals and capitals in most countries have an artificial atmosphere. Capitals don't reflect the true social features of the country with their official population. It is common knowledge that the atmosphere of every capital is official and Ministers who are more concerned with desk work cannot have a close grounding in the broader administrative problems of the country. This grounding can be acquired only through extensive touring and close contact with the mass of the people. In the absence of such grounding, they are bound to feel helpless before the phalanx of knowledge and experience of senior civil servants.

Thirdly, the Legislatures in some countries are indifferent in the matter of studying problems of public administration in order to exercise control over it. They may have many irons in the fire and may not find time to devote to the study of administrative questions. This gives an opportunity for civil servants to become powerful. In one of the Commonwealth countries, it has been said that the Parliament does not make effective use of the possible instruments at its disposal to control the administration. It has

failed to organise a system of standing committees to enquire into legislative problems or administrative practices.

The civil servants, however, have to play an effective role in administration under democracy. According to Hasluck, "By reason of his continuity in office, his expertness, and his opportunities for gathering information and studying it—an opportunity which no Minister has—the higher officers of the public service may be able to make a valuable contribution in the early and formative stages of policy making. . . . Once a decision is made, the service is bound to carry out the policy, but up to that point, it has a full right and duty to give without reserve and faltering whatever it has learned from experience and study." Hasluck concludes by saying that, "If any attempt is made to exercise close control over the department in such a way as to make a department, the acquiescent echo of a Minister's will, then the service is being debased." It may be said that the only safeguard against civil servants becoming powerful in democracy is to have alert persons in Legislatures and to man the political executive with persons conversed with the techniques of Public Administration.

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Q. Are there any further special features connected with the working of the Centre?

A. Yes, there are two more points: One is that the few agencies had employed scouts for uplift work as Sriniketan. Village boys were made to take interest in village welfare work. They soon proved an asset for welfare work. They kept order during fairs and festivals and

saw to it that sanitation rules were observed. During times of epidemic, they assisted the health staff. Sriniketan also laid stress on village community centres. There was no club life in villages. This has been a serious drawback. There are many advantages in people meeting together. So, community centres were started in many villages.

with others, he can join in making similar decisions for the group. In simple terms, he needs no dictator or despot to determine his fate.

Fraternity and Duty

In a democracy, however, the twin brother of respect for the dignity of the individual is a deep sense of the need and moral obligation for men to cooperate to achieve a common goal. Duty to one's best self, to one's family, to one's village, to one's country, and to the community of nations, even though personal sacrifice may be involved, is one of the indispensable bases of the democratic concept. Jawaharlal Nehru said, "The law of life should not be competition or acquisitiveness but cooperation, the good of each contributing to the good of all. In such a society, the emphasis will be on duties, not on rights; the rights will follow the performance of the duties." Underlying creative democracy has been a moral conviction that men are brothers and should trust each other as brothers. This respect for one's fellow citizens in a free society leads not only to tolerance of others' beliefs and customs, but more importantly to shared endeavour to achieve security, prosperity and happiness for all.

Equality

Inherent both in the idea of the individual's dignity and in his sense of duty towards others is the conviction that men are equal. Abraham Lincoln said, referring to the authors of the American Declaration of Independence, "They did not intend to declare all men equal in all respects. They did not mean to say all were equal in colour, size, intellect, moral developments or social capacity. They defined with tolerable distinctness in what respects they did consider all men created equal—equal with 'certain unalien-

able rights, among which are life, liberty, and the pursuit of happiness'. This they said and this they meant."

Freedom

Another basic tenet of democracy is freedom. In a democratic State, the citizens believe that all persons should have maximum freedom, consistent with the general welfare, to develop as they desire and to the extent of their abilities. Freedom is not, of course, an absolute right. In a democracy, freedom is limited both by the obligations of one citizen to another and by the capacities of the individual to use his freedom for self-development and the common good. Freedom is the product of self-discipline. It is not simply the removal or absence of restraints. Freedom is not licence. Above all, freedom implies responsibility. It is a goal to be reached after vigorous training in responsible activity, after learning how to make good decisions affecting the individual and the group. The only really free society is the responsible society. Freedom is not only the protection of the individual against abuses. In a thriving democracy, it is also the liberation of man's energies and mind to create for the common good, to explore the world of mind and matter, and to achieve serenity of spirit.

The Rule of Law

Liberty, fraternity, equality, and the dignity of the individual lead inevitably in the logic of democracy to the need of a commonly accepted law, impartial and equal for all. Liberty and law are in Democracy indissolubly associated. In a democratic society, that is, an order of social life in which all values and powers are broadly shared, law is a combination of popular decision, reached in an orderly fashion, and of the impartial application of the

rules to all citizens. Dictatorships can and often do make decisions with little regard to popular desires or human dignity. In a democracy, the people make laws for the protection of individuals in a mutual society of brothers. In a democracy, the citizens live not under the rule of a few men, but under the rule of laws made by the people, binding on all equally. No person or small groups of persons can make the laws or act with irresponsible disregard for the law. In the ideal of world democracy, this principle is of unique importance.

Participation and Responsibility

In the realization of these and other goals of the democratic faith, it is patently not sufficient to set up a machine labelled "democracy," feed it fuel, and lubricate it once in a while. The cleverest automation cannot make democracy work, because democracy is a human, moral and non-mechanical creation. It can only function when the men and women who live in it are conscious of their responsibilities and of the mature satisfaction of labouring together in the common job of living the democratic way. In the purely political sphere, democracy can exist only if all citizens contribute to the healthy variety necessary for democratic growth. Democracy thrives on varied and articulate opinion. Aside from the essential act of voting freely and thoughtfully, the citizen has the responsibility of participating actively in his democracy in a variety of ways. He can, for example, take part in forums on public policy, belong to neighbourhood political clubs, write letters to his representative in Parliament or Legislature, act as a member of local political bodies, or protest to the Legislature through organized "pressure groups." In a sense, this activity of the citi-

zen in non-political groups to achieve common and fraternal ends is the warp and woof, the true fabric of democracy. It is a foundation for and a necessary complement to the official political structure which is usually called "democracy." None of the mechanics of democratic participation can, however, successfully work unless the majority of citizens are convinced that their neighbours, equal in rights, humans with God-given privileges, are indeed their friends and brothers with whom they can and must work for the common good.

Democracy as a Faith

All we have said emphasizes the fact that the principles of democracy involve a deep-seated conviction concerning the nature of man; they cannot be proven in the laboratory's test-tube. Those who believe in this way of life are certain that man can, without tyranny and oppression, move steadily towards a realization of his goals and ideals through a system of freedom and cooperation. It is evident that it is not possible to put in a capsule a definition or the essence of democracy. It is a growing, flexible way of thinking and living. Those of us who live in democracies almost instinctively recognize the necessary contours of a democratic society as embodying the following attributes: (1) *Respect* for the dignity of man and for the divine spark that is within each one. (2) *Recognition* of his capabilities, both potential and manifest, and of his rights as a human being and a member of society. (3) *Equality* of opportunity according to ability. This means not only opportunity of achievement and of physical and material well-being, but, most of all, opportunity of self-realization and

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Administrative Behaviour

T. BAPIRAJU

The foremost problem that faces a student of Administration is to assess the qualities needed for a good administrator. There is no hard and fast rule in the matter, but a study of the lives of successful administrators and leaders whether Political, Public, Private, or provides, certain broad features, viz., quick decision, capacity to take up responsibility, planning, boldness to face adversities and capacity to get the necessary cooperation and coordination. Cooperation and coordination are important terms, as administration is concerned with human beings. As such, these two stand as a test to one's tact and talent to run the administrative machinery. Without these, the entire organisation may come to a stand-still, and may result in chaos and disaster. There is also the need to develop a spirit of cooperation in the staff. He should remember that he has to deal with human beings, and that he cannot run the entire organisation whether small or big, single-handed. He should be humane in his approach.

A study of the lives of the great leaders and successful administrators affords an opportunity to find out the secret of their success. Even in times of stress, they do not give in, they face difficulties boldly with a never-vanishing smile. They possess the necessary self-confidence which in turn reacts favourably on those around them. Just as a doctor says a word or two of encouragement to his ailing patient, the subordinate also needs a word of encouragement, especially when he goes wrong. A parental approach by the superior is bound to yield good dividends. The leader should also infuse a team-spirit in regard to the realisation of the ends of the organisation. If the

leader loses temper in the presence of the staff, the latter may feel sorry for their having to work under such Executives. It is obvious, they cannot raise their voice against such treatment. The terror-stricken employees may feel like living in a hell. This age-old Driver Method has no place in modern administration. On the contrary, the leaders should maintain a paternal approach, that will have a tonic effect on the staff. Bossism has to be strongly deprecated. Also the subordinates must be left free to express their views on any issue. Instead of imposing one's views on the subordinates, it is better to convince and bring them to his view point.

Delegation of responsibility is another matter to be borne in mind. Some shirk to delegate powers lest they should get deprived of certain privileges. Delegation needs proper supervision and check. If done properly, this adds to the efficiency of administration. It is observed that some officers are particular that their subordinates should not leave office even after office hours. Instead it is better if they make the staff duty-consciousness. For instance, an officer used to keep a bunch of duplicate keys of the staff. He attended to their papers when they were not available. This had a healthy effect on the staff. Subsequently, they did not stir from the seats until the officer left. In conclusion, it is always happy to take the example of the Father of the Nation as an example of a good administrator. His unfailing confidence and patience, and good humour have brought men even with leftist views into his fold.

Ministers and Civil Servants

M. G.

The proper relationship between the Ministers and senior civil servants, that is between the Political Executive and the Permanent Executive, is the corner stone of the success of Parliamentary Democracy. In older democracies like that of United Kingdom this relationship has stabilised itself so much so that the harmonious working of both the Minister and the civil servants is usually taken for granted. In countries which have achieved Independence in the recent past, however, the relationship between the Minister and the civil servants often give rise to difficulties. This is mainly due to historical reasons. In most of these countries during their struggle for political freedom, politicians were in opposition to civil servants. This was inevitable because civil servants represented the alien rulers while politicians symbolised the national spirit; thus there was a conflict of interest and this produced bitterness. It is unfortunate that this bitterness has survived into the Independence period causing untold difficulties. But when it is realised that both the Minister and the civil servant have to pull together filling different roles, the prospects of difficulties rising between them are bound to diminish. As one writer said, it would be better if both the Minister and the civil servants clearly recognized that they are in the Government together, that they are in partnership in a common enterprise and that the country's interests are greater than their individual sentiments. A round table discussion on the subject in U.S.A. observed: "The best thing for the political executive (Min-

isters), to do is to work closely with his career executives, appreciate them fully and thank God every night for having them around. But at the same time, the political executive has to retain sufficient independence so that he does not become a captive of the permanent staff. From the point of view of the career executive, the problem is to learn to respect and value his political boss without seeking to dominate him."

The political executive in an administration provides the sensitivity to the public pulse. He is the people's man and knows where the people stand in regard to particular measures. It is not his business to advise the permanent executive on technical matters but to tell them what the people would not tolerate. He has to become accustomed to the irritations as well as the necessity of public scrutiny and should have an ability to anticipate popular reaction and major shifts in political movements and national sentiments. On the other hand, it is the function of the permanent civil servants to provide a reservoir of knowledge based upon experience and understanding of the peculiarities of the Government administration. It is his job to keep the Government operating as effectively as possible at all times. He can put the political executive in touch with the historical background behind important issues and help him to understand the probable consequences of alternative courses of action. With his vast experience and familiarity with the elaborate details of administration, he must emphasize matters of feasibility, practical ability and effectiveness. As a yes-man, he would be unfaithful to his

duty. The political executive should not be perturbed if the civil servant calls his attention to practical difficulties in the way in which the political executive wants a matter to be done. The career administrator must see and point out the weakness in all proposals. He must also find ways of carrying out administrative policies when embodied in official decisions though such policies may not have an appeal to him personally. He should bring to the administration an understanding

of those complications which normally are unavoidable in Governments. Finally, he should train himself to see particular issues and immediate problems in relation to the general and broader requirements of administration. He should seek to balance conflicting interests which is the continuous function of any Government. Really it is the sum-total of these characteristics that constitutes his expertness. And the civil servant is the expert in the administration.

LIFE AND DUTY

I slept and dreamed that life was beauty.
I woke and found that life was duty

—H. HOOPER

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self-fulfilment so that each person may develop to the highest potential that is within him. (4) *Freedom* of all kinds, as distinguished from licence (which is actually no freedom at all, when we become slaves of our own actions and misdeeds). Freedom is basically of three kinds: *Political freedom, Social and Economic freedom, Intellectual and Spiritual freedom*, that is, *Inner freedom*—the freedom and opportunity for each person to develop his mind and talents and spirit to the fullest measure of which he is capable. By this means will the sum of individual endeavour enable man to ascend to new heights in the slow continuing spiral of man's progress upward. (5) *Responsibility and self-discipline*: These are the metals of which

the coin of freedom is minted. If they are debased, freedom itself cannot long endure. Citizens of a democracy observe voluntarily the "rules of the game," established not only in law but in social practice. (6) *Devotion to duty*: In a democracy, each citizen has his duties to perform. As he performs them well or ill, of his own free will, without force or compulsion, so will the democracy flourish or wither on the vine. (7) *Justice for all*: The rule of law, which protects the rights of each citizen, with fairness and impartiality. (8) *Dynamism*: Democracy, in the true sense of the word, is a living dynamic essence, ever evolving and expanding as the vision of man himself unfolds and widens towards new horizons.

The Central and State Governments*

Independence has brought us a number of problems. One is the relationship between the Centre and the States. The complaint is often heard that the States have been reduced to the position of District Boards or Municipalities and the Centre is all powerful. All the same, India is a Federation according to the Constitution. This aspect is fully dealt with by Mr. K. Santhanam, in the course of his first lecture under the auspices of the Indian Institute of Public Administration. Mr. Santhanam refers to the different schools of opinion in this matter. Some say that India is not at all a Federation. Others say that it is a *quasi* Federation. A third school maintains that there is nothing like *quasi* Federation and either India is a Federation or India is not. The author affirms the view that India is a Federation. Firstly, for Federation, there should be a Central Government and State Governments. Secondly, the powers and functions of both should be defined in a written Constitution. Thirdly, there should be an exclusive field for the Centre and another exclusive field for the States. Fourthly, both Centre and States should have separate agencies through which it can function. The author says, all these conditions are fulfilled by the Indian Federation. Federations, he says, are of different types. In some cases, their status may be equal, while in others, the units may be inferior or the units may be subordinate. For instance, in the U.S.A. and Australia, the States and the Centre are equal. In Canada, the status of the Provinces is somewhat

inferior to that of the Dominion Government, while in South Africa, the provinces are wholly subordinate. The position in India according to the author, is that the status is equal in some respects, inferior in others and definitely subordinate in yet others. He calls our Federation a "paramount" Federation in which in the last resort, paramouncy rests with the Federation as it did with the British Parliament, during the British period.

The author has also referred to the effect of planning on Union-State relation. He says planning has superseded the Federation and has tended to make the country a unitary state. Of course, this is inevitable under Centralised Planning. In this respect, the author says that the formation of linguistic States has exercised a steadying influence in favour of the federal structure. It has neutralised to some extent the centralising influence of other factors like the power of the Central Government and of the Parliament given by the Constitution, the economic centralisation of planning and the political centralisation of the Congress and other all-India Parties. As regards Hindi, his view is that we should proceed slowly. He expresses the opinion that the official language of the States, the official language of the Union and medium of instruction in Universities should all be bilingual for some time to come.

Whatever be the constitutional provisions, evidences are not wanting that the country is drifting towards a unitary state. This is not

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* Union—State Relations in India by K. Santhanam. Issued under the auspices of the Indian Institute of Public Administration by Asia Publishing House—Rs. 7-50.

Democratic Decentralisation

P. A. JAMES

Some relevant principles

III

Role of the District Collector

District Collector has been the pivot of administration till Independence. But it has since changed. Hence the position of the District Collector in the context of Democratic Decentralisation requires careful examination and proper understanding. No doubt, the Balwantrai team recommended "The Collector will be the Chairman of the Parishad and one of his officers will be the Secretary." It will not automatically follow that every State will observe this principle. Some States in India have the Collector as the Chairman of the Zilla Parishad, while others may have him as the Chairman of the Standing Committee of the Zilla Parishad, as Andhra has done. Definitely, there are some advantages if the Collector is made the Chairman of the Zilla Parishad. The Collector's valuable advice and guidance would be available to the Zilla Parishad. The presence of the Collector will add to the prestige of the body and coordination would be more effective and real.

Collector's chairmanship will result in certain disadvantages which cannot be brushed aside so easily. The disadvantages are: (1) The absence of local leadership at the district level. (2) The administration of the Zilla Parishad may tend to develop a bureaucratic element with the undesirable characteristics, inevitable in bureaucracy in the long run, though not immediately. (3) The Collector may dominate the scene by

virtue of his authority and position and the members of the Parishad may not be quite at home in his presence.

(4) An apparently incompatible arrangement of an official Chairman, for an elected body is unwelcome on the ground that to many, this seems to be undemocratic. (5) The Collector may not do justice to either or both the offices since much time and action are needed to play his dual role well. (6) When the interests of the Government and the Parishad clash, though occasionally, the Collector may be inclined to support the Government view to the detriment of the Parishad. Some argue that the Prefect in France is entrusted with such a dual responsibility. While that may be partly true, it is equally true that the Prefect is constantly subjected to very delicate situations. For "The Prefect is continually faced with conflicting duties and loyalties, and he must have unusual political tact and administrative subtlety."The Prefect should try to keep a balance between his duties as the State's official and ministerial representative, and his interest in championing the demands and needs of the departments. Usually, though not always, the Prefect is strong enough to defend local interests against the Centre" ¹⁸.

There are substantial differences in the method of appointment, conditions of service, and the protection afforded to the Collector and Prefect and they cannot be overlooked.

By making the Collector the Chairman, many are afraid, that we are taking a retrograde step, as in the past. Tinker observes, "The remaining District Boards in British India, almost two hundred in number, were presided over by the District Magistrate as the unchallenged head of the rural affairs" ¹⁹. Viewed from one angle, the apprehension may be justified, but from another angle, a rational explanation is possible. Prior to Independence, under an alien rule, when the desire for true development of local self-government was not existent, the Collectors were mostly Europeans and ideas of welfare State and planning were totally absent, the apprehension is justified. Now, after ushering in of the Panchayat Raj, a new interpretation has to be given to the role of the Collector, which many do not seem to understand. The Collectors are not foreigners and they cannot afford to be aloof and be bureaucrats as under the British regime. The Collectors now have to be dynamic, coordinating links to play the role of a friend, philosopher and guide, willingly in all matters of community development. His rich experience and practical knowledge derived from the art of administration as the head of the district should be made available to the Zilla Parishad.

Viewed as a bureaucrat and as a person to exercise control, the Collector has diminished power. But as a development officer and coordinator, he has more power and responsibility. Now and then we hear of some disagreement between the Collector and the Zilla Parishad. It may crop up in the initial stages. Such situations do exist even in Britain. Jackson comments thus:

"Some members may appear both ignorant and stupid, and it may seem hard to conscientious and competent officials that their work is subject to interference by members of that kind.... Friction does sometimes arise between members and officials. Often it is the fault of members.... A professional administrator may develop some occupational characteristics. He grows away from the habits of common people, and the higher he gets, the more rarefied the air he breathes" ²⁰. The Chairman and members of the Zilla Parishad should realise that the Collector serves the people in general and the Zilla Parishad collectively but he is not expected to be the servant of the members or of the Chairman individually, as they wrongly presume. Even in England, the Local Government officials are servants of the council and not of the individual members. Such a wrong conception would mean straining the idea of democracy too much.

Mr. V. T. Krishnamachary rightly observed in a press interview at Hyderabad. "The Collector's role had changed but not diminished, for he had to guide the democratic bodies. Often he had to carry conviction with the members of democratic institutions. Reminded of the alleged tensions between the Collectors and the Zilla Parishads, Mr. Krishnamachary said that "It must be a passing phase. An adjustment was taking place between the political bodies and the civil service. It could not be completed quickly" ²¹. But the real and practical difficulty is whether Collector would have enough time to tackle the problems. Mr. Appleby observed: "The Collector

¹⁸ Local Self-Government in India, Pakistan and Burma. By Tinker.

²⁰ The machinery of Local Government. By R. M. Jackson.

²¹ The Hindu. February 9, 1961.

¹⁸ Introduction to French Local Government. By Brian Chapman.

is so broadly responsible and overburdened that one of his two primary functions has suffered seriously. . . . He struggles valiantly in an outmoded structural situation" ²². Some suggest that the Collector be given the assistance of an additional Collector in these matters. But it may be said that the additional Collector cannot be the *alter ego* of the Collector and he may neither raise the prestige of the Zilla Parishad nor provide effective coordination. Thus, it would appear reasonable that in the initial stages, there is need to strengthen the position of the District Collector which may automatically decrease in course of time, when, superfluous powers may be withdrawn.

Conclusion : It should not be difficult to understand that social changes occur through a process of education and propaganda. There may be good number of appeals to the villagers. But the villagers must be prepared to leave their present social inhibitions. This is conditioned by the quality of leadership supplied to the villagers. Hence it is more important to develop good leadership in the Indian villages. Local leadership usually built on selfishness, should be transformed into leadership that can express itself in terms of real service to the community. Various units must be economically viable. Good results

cannot be expected otherwise. It may be desirable to have a staff unit to deal with inter-governmental relations at all the three levels as suggested by Fesler. It must be purely a staff unit and should not have anything to deal with orders or grants, and must be staffed with persons in whom the lower units have confidence. A happy balance between centralisation and decentralisation lies in perfecting the machinery for vertical coordination of single function among several layers

The alternatives to decentralisation are as David Lilienthal rightly observed : "Fewer citizens participating in governmental administration, less and less community responsibility, more federal employees in the field, the progressive atrophy of citizen interest, and ever-widening gulf between local communities and the National Government between citizens and their vital public concerns" ²³. To these, alternatives, the present Indian society has accepted democratic decentralisation with its necessary consequences such as party politics, ineptitude, lack of interest in administration and public matters, caste considerations, cliques, and even corruption. The success of the scheme depends upon the quality of civic sense and social responsibility on the part of the citizens and a constant urge on the part of the local Government officials to render a fairly responsive, loyal and responsible service to the citizens.

²² Appleby's I report.

²³ T.V.A. Democracy on the March. By David Lilienthal.

Power for Progress

It is a measure of the pace of economic development that, although the country's capacity to generate power has gone up by 300 per cent in the period since Independence, the availability is far from catching up with the demand. Power, which is basic to industrial development and a precursor of general improvement of living conditions, has rightly been given a position of the highest importance in our development plans. In 1947, the capacity for production of electricity was above 1.4 million KW of energy. By the completion of the Second Plan, this has risen to about 5.8 million KW. Funds have been increasingly allotted and utilised for augmenting power production—from nearly Rs. 300 crores in the First Plan to over Rs. 500 crores in the Second Plan. The tempo of doubling power production during a five-year period is proposed to be maintained during the Third Plan and between Rs. 900 and 1,000 crores will be spent for this purpose.

Starting from Low Base

This rate of development is faster than what is being attempted even in advanced countries but having started from a low base of production the country has to make up for lost time and the consequences of historical neglect. Considering that during the Third Plan power production capacity will be raised to 11.8 million KW., the fact remains that even then only 11 per cent of the total potential for hydro-electricity will have been exploited. This, of course, does not take into account the potentiality of producing power through other sources like coal, oil or nuclear energy. The per capita consumption is still low as compared

with many advanced countries. No wonder, therefore, that the question of raising the target of additional power output in the Third Plan, together with the financial outlay, should be under active consideration. Not only the planners have been alive to the need to provide more and more power to prime the wheels of industry but continuous attention is also given to achieving the desired development in the quickest possible time and distributing the resources to meet the requirements of different parts of the country. Despite the foreign exchange difficulties faced during the middle of the Second Plan, which caused lowering of the priority of certain power projects, arrangements were made to take up several power schemes as soon as the exchange position eased somewhat and the shortages of materials became less acute. A number of major power schemes, as part of multi-purpose projects, are thus expected to be completed by the end of 1961, adding considerably to the power capacity. When these and other schemes—launched during the Second Plan—are completed, the total national capacity would be raised to 8.24 million KW.

Industry has Lion's Share

Industry still remains by far the largest consumer of power. Nearly three-fourths of the total power available is taken up by industrial uses. The needs of agriculture, principally to lift water for irrigation, are also borne into mind. From 3.8 lakhs KW consumed by agricultural users in 1960-61, the consumption is expected to rise to 6.27 lakhs KW in the next five years. The agriculturists pay considerably less than other users, industrial and

domestic, for their power supply. Industrial manufacturers are themselves meeting a part of their requirements through the production of power as part of industrial establishments. It is estimated that out of the total capacity of 5.8 million KW. at the end of the Second Plan, electricity undertakings in the public sector accounted for 3.3 million KW, public limited companies 1.5 million KW. and industrial establishments meeting their own requirements 1 million. The increasing investment in the public sector on power development is an important feature of the programme of higher electricity output in the years since Independence.

Water Resources

Another feature is the increasing emphasis on exploiting the water resources for generating electricity. The hydro-electric potential is estimated at 40 million KW. Hydro-electric schemes, however, take time to plan and mature and have to be carefully fitted into other aspects of development like irrigation and flood control. Of the installed capacity for power generation now nearly 2.1 million KW. is supplied by hydro-electric stations. Systematic investigation of the power (as well as irrigation), potential of 66 hydro-electric schemes is to be undertaken during the Third Plan. The total potential of these projects is placed at 12 million KW. of power. Such investigation is calculated to facilitate the planning and execution of hydro-electric schemes. Industrial development of a considerable order has come in the wake of the completion of hydro-electric projects. Power from Hirakud has paved the way for some major industries, including aluminium, as will the power from Rihand. In other parts of the country also the development of power, from

hydro as well as thermal sources, has made the countryside buzz with small and large factories.

Towards a National Network

Another important development in regard to power generation and distribution is the growing realisation of the value of linking up different power stations in a region or State in a common grid. Sizeable State grids have come up in Madras, Andhra Pradesh, Kerala, Mysore, Maharashtra, Gujarat, Uttar Pradesh, West Bengal and Bihar. A grid is not merely the sum total of the capacity of the different power stations which it ties up. It helps in greater and more effective utilisation of the energy supplied by different stations and helps in saving production costs. From State grids to regional grids and ultimately to a national power network may not be a very far cry. Already in schemes like the Damodar Valley Corporation, the Chambal, Thungabhadra and Bhakra projects, we have the beginnings of inter-State links in power distribution. The prospect of developing regional grids with the aim of having a national grid at a later stage is already being actively examined.

Brighter Villages

An important consideration in development of grids is that an extensive network of power distribution facilitates rural electrification. Already, some 19,000 cities, towns and villages have power and 15,000 more will be electrified during the Third Plan. Most of these will be supplied from grids. What is interesting to know is that by the end of the Second Plan electricity has reached practically all towns and cities with a population of more than 20,000, and 756 out of the 856 small towns (or large villages) with

a population between 10,000 and 20,000. All villages with a population of 5,000 to 10,000—their number is 3,101, according to the 1951 Census—will be lighted up during the Second Plan. The smaller villages will, however, have to wait longer, since only 30,000 villages with a population of less than 5,000 will have received electricity during the coming five years. To speed up the electrification of villages in hilly regions, small hydro-electric plants (now made in the country) are being installed. A beginning is being made during the Third Plan with the generation of atomic power. A power station with a capacity of

300,000 KW is to be set up near Bombay—distant from the coalfields.

Equipment for Power

A significant advance is expected in the next five years in the indigenous manufacture of the heavier equipment for generation and distribution of power like turbines, alternators, capacitors, switchgears, etc. The commissioning of the Bhopal Heavy Electrical Plant last year has been an auspicious beginning. The Third Plan will see the maturing of this factory as well as the setting up of two more projects and expansion of capacity for certain range and types of equipment in the private sector.

Bureaucracy

Unless members of an administrative system are drawn from various classes and regions, unless careers are open to talents, unless the way is prepared for an appropriate scheme of general education, unless public officials are subjected to internal and external criticisms of a constructive nature, then the public personnel will become a bureaucracy dangerous to society and popular Government.

J. M. GAUS

Sense of Dedication

In politics, as in everything else, a man ought to be thinking about his work and not what he is going to get out of it. Recognition and appreciation are properly gratifying to every one, but that should be a secondary object if a man is to do the best type of work.

ANON

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a happy sign. India is too big for a unitary State. Local patriotism is strong. Regional differences in economic conditions also exist. Big unitary States like the old empires are sure to raise a number of new problems. Administrative inefficiency, corruption, jobbery, social evils, and

a number of similar things marked the old empires in their last days. After the middle ages, therefore, there was a revulsion against big States and the Nationalist States which came into existence later were the outcome of this revulsion. We cannot afford to forget the lessons of history—K.

Newspapers in U.S.A.

More than 11,000 newspapers are published. Of these, 1,855 are daily newspapers with a combined circulation of 57 million copies. Over 9,000 U.S. newspapers are weeklies and the remainder are published at other intervals. Newspapers in the large cities print as many as six or seven editions daily. About one-third of the daily newspapers publish Sunday editions, which have many more pages than daily papers and contain a wide variety of feature material in addition to the regular news contents. Ninety-five per cent of the adult American population may be considered regular newspaper readers. Daily newspapers in the large cities usually contain from forty to 100 or more pages on weekdays, depending on the volume of advertising. Daily papers in small cities contain about twenty pages on weekdays. Sunday editions of major papers run to 200 or more pages. A Sunday edition of the *New York Times*, however, might contain up to 500 pages. About half of the space is devoted to advertising. All American newspapers and virtually all periodicals are privately owned and managed by corporations or individuals. In addition to the newspapers, a large number of publications are produced by industrial organizations, trade unions, public-service organizations and churches, schools, clubs, and other community bodies. Private ownership of publications permits the free expression of opinion on all subjects. Government institutions in the United States do not own or control any newspapers. A number of specialized and often technical publications are published by various Government agencies such as the Agriculture Department. But the cost of publishing has forced news-

papers in many cities to merge, with the result that the number of papers has not kept pace with the expanding population. There are quite a few newspaper chains, for the most part small groups of papers, under the same ownership and operation. The largest chains are the Hearst Press and the Scripps-Howard organization which have publications in cities throughout the country. In general, members of newspaper chains adhere to the same policies on national issues but individual editors determine their own policies on State and local issues. More than 600 foreign language publications including seventy-three daily papers, are printed and circulated in the United States. These appear in some forty languages including Arabic, Armenian, Spanish, Greek, German, Russian, Polish, Chinese and Japanese. A few publications are bilingual. The first foreign-language newspaper published in the United States was the "Philadelphische Zeitung," founded in 1732 by Benjamin Franklin, early American printer, author and statesman. More than 200 newspapers and magazines are published by American Negroes. Like the general press, the publications cover a wide range of tastes from conservative well-edited newspapers to sensational weekly magazines. They include religious, professional, and college publications, and news and picture magazines. One of the outstanding Negro newspapers is the *Pittsburgh Courier* and an important Negro illustrated monthly is *Ebony*.

Newspaper Contents.

At home or abroad, Americans are avid newspaper readers. This

applies to newspapers and periodicals published in foreign countries as well as foreign publications printed in the United States. Because of their various interests and backgrounds, some Americans subscribe to publications printed in foreign countries. Others purchase them at news-stands and book shops, where foreign papers are available. Universities and large public libraries maintain copies of foreign publications. Among the important foreign newspapers read in the United States are: *Le Monde* of Paris, the *London Times* and the *Manchester Guardian*, *Il Tempo* of Italy, *Pravda* from the USSR, and *La Prensa* from Argentina. There are a great many daily newspapers in the United States, which uphold the highest standards of journalism and of a free press. Perhaps the most noted outside the United States are those which are distinguished for a particular phase of news coverage. For example, the *New York Times*, the *New York Herald Tribune*, and the *Christian Science Monitor*, are noted for their extensive coverage of international affairs. The *St. Louis Post-Dispatch*, a midwestern newspaper, is known for its coverage of national news. The *New York Daily News* has the largest circulation of any newspaper in the United States, selling more than two million copies each day. Every large American city has one or more influential newspapers. Often small newspapers are highly important out of all proportion to their size or circulation. They become so because of the quality of their reporting and editorials—through eloquence or plain talk—or, upon occasion, because of their sturdy championship of unpopular issues in the geographical area in which they are published. Thus, the homespun philosophy and incisive writing of

editor William Allen White made the *Emporia Gazette* of Topeka, Kansas, nationally known. Other well-known small newspapers are the *Delta Democrat-Times* in Mississippi and the *Hartford Courant* in Connecticut.

Newspaper Finance

Newspapers are financed by proceeds from their own sales and from the sales of advertising space. Advertising is by far the most important source of revenue and helps to keep down the cost of the newspaper for the daily reader. Many fraternal, religious and trade union publications are supported by funds collected from advertising, membership dues and contributions. Roughly 50 to 60 per cent of the average newspaper space is devoted to advertisements of consumer goods and services. In a weekday newspaper in a major city, this would represent twenty to sixty pages. Consumer goods most widely advertised are clothing, groceries, household furnishings, and automobiles. These advertisements are of great interest to American readers who are thus able to compare prices, quality and styles of merchandise on sale in different stores and make their purchases accordingly. Many cities have so-called shopping newspapers which are about 99 per cent advertising and are generally given to the public without charge. They occasionally attempt to exert influence but are seldom successful. Historically, from the beginning of American journalism, publishers and editors have jealously guarded their right to print what they please without interference or dictation from the Government or from advertisers. Although newspapers take sides on political issues, this is a matter of newspaper editorial judgment and

decision and not advertiser influence. The editorial and business offices of newspapers are kept completely separate. In their turn, advertisers buy newspaper space because they find it profitable for business. They can rarely afford to remove their advertising because they are opposed to editorial policy.

Freedom of the Press

In its broadest sense, this concept means the right to gather, publish and distribute news and opinion freely without interference from authority and without fear of subsequent punishment. It is limited only by the responsibility of the press to tell the truth and to refrain from intentional incitement to violence. Freedom of the press is guaranteed by the Bill of Rights in the United States Constitution. This freedom has been upheld by many decisions of United States courts. Thus newspapers and other publications in the United States are free to indulge in political discussions, including criticism of the Government, and are protected against governmental censorship.

Irresponsible Journalism

The right of the individual to his reputation and property is guarded by law and custom in the United States and heavy penalties have been assessed by the courts against publications which have damaged individuals or their property erroneously or maliciously by means of published reports. As a general corollary to their right of free and unfettered publication, American publishers must be prepared to prove not only that their published reports are true but also that they have been printed with good motives and for justifiable ends. Traditionally, most American newspapers have chosen to identify them-

selves with the principles of one of the two major political parties, although some papers avoid the political label entirely. While taking sides on their editorial pages, newspapers generally in their news columns attempt to report on the activities of political parties and candidates as about all other events, objectively and in a balanced manner. Frequently a newspaper carries criticisms in the news columns of the party whose views it espouses editorially, or criticizes some member of a political party while praising others of the same party. On the whole, all newspapers consider themselves independent in attempting to judge public issues and candidates for political office on their merits rather than from a partisan point of view. Thus, it is not unusual to find a newspaper supporting a Presidential candidate of one party and then transferring its support to the candidate of the opposition party in a succeeding election.

Newspapers and Public Officials

The press is free to criticize the policies and actions of public servants. Criticism is most often expressed in political cartoons and by commentators on the editorial page. The right of the press to so criticize is embodied in law, in public opinion, and in journalistic tradition. In addition to Constitutional guarantees protecting a free press, an American court has held that "Newspapers should be allowed entire freedom, not only in the interests of free government, but in the interests of good Government, to criticize public officials. . . . None is above criticism." The general editorial policy of a newspaper or magazine is determined by the publisher. However, the contents of

the publication are planned and produced by a professional staff on the basis of their own judgment. This editorial staff, headed by an executive editor and a group of assisting editors, decides what goes into a newspaper and to what extent each news story should be covered. In the case of magazines, the editorial staff chooses material to appeal to the audience it is trying to reach. On the news side, stories are treated as objectively as possible, the main principle being the exact reporting of observed facts. Special analyses of the news, personal opinions, and editorializing of any sort are carried in signed columns or on the editorial page, chiefly by printing important news and opinion on both sides of controversial questions. Because the working of democracy requires an informed and politically alert electorate, newspapers devote considerable space to local and national political developments. Newspapers also provide their readers with a wealth of material of an educational and cultural nature, devoting large sections to music, art, sports, health, the theater, literature, etc. There are no restrictions on the right of newspapers to publish an accurate report of any crime or accident. Most newspapers report such crimes and accidents occurring within their circulation areas. At times, because of the extraordinary nature of the crime or accident, they are reported on a national basis.

Columnists comment on current local, national and international affairs or specialized subjects such as arts, sciences, economic affairs, and politics. The role of the columnist is to present a reasoned interpretation of important matters of general interest. His views need not coincide with those of the newspaper carrying his column. In fact, many

newspapers regularly print the views of several columnists representing various attitudes toward any given question. Among noted American columnists are Walter Lippmann, Joseph Alsop, Eleanor Roosevelt, Rosecoe Drummond and Ralph McGill.

Code of Journalists

Although great emphasis is placed upon speed in news gathering, there is equal stress on accuracy in reporting the facts. Reporters are constantly enjoined by their supervising editors to corroborate important statements and assertions for accuracy, to report news fairly and to present both sides of controversial issues. Release times on important official announcements are scrupulously observed by all reputable papers, and it is traditional for newsmen to protect their sources of information. Editors and reporters have served jail terms for refusing to betray confidences during appearances as witnesses in court actions. There has been a considerable decline in so-called "yellow" or sensational journalism in recent decades. The American press today strives to provide the public with truthful unbiased reports of news events, and objective analyses of the news. Particularly since the second World War, newspapers have broadened their national and international news coverage, augmented their news columns with analytical and interpretative columns by specialists, and added special departments of information (such as science and aviation). In general, the tone of newspaper writing has tended to become crisper and less florid, the stress being on facts rather than on colourful ways of expressing them. Newspaper employees have organized and become associated with different trade

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Rambles in Officialdom

(CANDIDUS)

XIII

Retirement (Superannuation)

As sure as death—to use a hackneyed phrase—is retirement in the life of a Government servant, provided death does not forestall retirement and provided he has not resigned earlier, or has not been dismissed. True, there might be rare cases of extension of service or re-employment after retirement of a fortunate few, but nevertheless, retirement marks a milestone in his life—the end of his official career. In Bharatania, the retiring age is 55 for executive officers and 60 for civilians, judicial officers and some other and 65 in a very few special judicial posts. How they hit upon the awkward age of 55 for the executive officers is still a mystery—at least 60, a round figure is understandable. One cynic States that since they fixed the age of entry as 25, they thought that three decades of active service is enough to dry up a man's energies and fixed it accordingly. In any case, the disparity between the former two is invidious and is comparable to the scales of dearness allowance—the Central and the State.

In psychology, there are two ages for any individual, his physical and his mental ages, their ratio determining his intelligence quotient. Similarly, there might be two ages for any officer—his official and personal ages. People with forethought make themselves younger—officially. Their idea is to postpone the evil day by a few years at least. But such acts are not without complications. I know of one Post-master (they are given yearly extensions on their applications after 55 and

on medical fitness), whose religious conscience impelled him to perform his shashtiabdapoorthy (60th age completion ceremony), while he was officially 56 and in harness. He was made to celebrate this on a grand scale openly by his sons who were in good positions. His social conscience impelled him to invite his colleagues, and even his Superintendent who was in the same station, for this function. A few months later, he applied in the usual way to his Superintendent for the annual extension as he was only 57—officially! Do not think that understating of age is always the rule—one for example has overstated his age by 10 days!

How to spend one's retirement is always the problem. Can the average retired official spend it completely in rest? The answer is an obvious, No; the present economic conditions have made this impossible unless one has something to fall back upon. Can he switch over to some business, private service or profession (if he is qualified for one), without any fuss on the day of his retirement? The answer is a repeated No. The great men who were in service, have made this impossible for you by their example; which the Government of Bharatania thought, was truly bad and put a two year ban to avoid manoeuvring for private jobs on the eve of retirement on a *quid pro quo* basis. The bad examples set by the high and mighty result in rules which affect the lesser men only afterwards, however, powerless they might be to do

any mischief. Candidus is of the opinion that the Government servant who wants a change and continued active life, should voluntarily retire (and the rules should be changed to permit of this), at 45, to reorient himself to a new life thereafter, instead of being pushed out at 55 and being fit for nothing new. However, it may not be feasible for everyone to adopt this procedure. And now, as to the duration of the retired life—the Government of Bharatania does not expect you to last longer

than ten years normally, as that is their provision in the cages in the pension cards; if you intend to compete with Methuselah, you must apply for fresh cards as due proving that you are alive, if not kicking. In good old days cases, there were of retirement of periods longer than service; one deputy Collector served for 30 years and drew pension for 43. One wonders if such a thing can happen in the present day tempo of life and the present day troubles and turmoils in official life.

PERSONAL LIBRARY FOR PUBLIC SERVANTS

A personal library for public servants is very necessary now in the context of the great need to step up individual efficiency of public servants. The library should contain books to help them to improve efficiency. It is proposed to bring out a series of small and cheap books to this end. These books will be supplied free to members of our library scheme.

ANNUAL MEMBERSHIP FEE IS ONLY Rs. THREE.

Secretary, New Administrator,
Panchavady, Madras-31.

(Continued from page 35)

unions that have worked actively on their behalf to improve salaries and working conditions. The American Newspaper Guild, founded in 1933, represents more than 28,000 working press members, including editorial employees, reporters, photographers, advertising and circulation depart-

ment people. Press operators belong to the Printing Pressmen's Union which numbers 95,000 members, typographers to the International Typographical Union (79,500 members) and lithographers to the Lithographers of America Amalgamated (32,000 members).

Lessons in Community Development

KURIANSON

Lesson 6

The Sriniketan Experiment

Q. You had made some preliminary observations regarding the Sriniketan Experiment during the last lesson. Have you anything to say about their concrete achievements?

A. In two or three things, the Sriniketan Experiment did pioneer work: Firstly, it placed emphasis on women's education. "It is no exaggeration to say that the key to India's progress lies in the education of her women. The social evils, caste distinctions, early marriages, non-marriage of widows and numerous other customs are in the way of progress. The complete ignorance of women in regard to hygiene, care of infants and birth control, is another factor responsible not only for the high infant mortality, but also for the loss of health of both adults and children. The conservatism of the Indian women in matters of religion which borders on superstition is again responsible for tremendous economic waste. All these evils, insanitary living, and religious superstitions are due to ignorance and the one and the only way to progress lies in the education of women and not until they are educated, can we hope for any effective change in the moral and material progress of the country." So, the Centre arranged for instructions being given to women in the three R's. Girls were also instructed in cooking, embroidery work, etc. Out-door games for girls were provided. There was a circulating library and this

was also open to girls. The next emphasis was on adult education. A number of night schools were run and these were under the care of young volunteers interested in social work. Besides the three R's., the pupils were taught simple village industries like carpet making, weaving and tape making. Weekly exhibitions, weekly fairs, festivals, were availed of by the Centre to promote adult education. Training camps were frequently held by village leaders. The general programme of the camps included instruction in handicrafts, agriculture, cooperation, sanitation, hygiene, etc. Recreation such as games, entertainments such as dramas, story telling, songs, music, etc., were important features of camp programmes. Thirdly, village hygiene received their special attention. Dirt, diseases and debt are the three curses in a village. They move in a vicious circle. More than five millions of people die every year on account of preventable diseases. Many working days are lost every year as a result. The average efficiency of the worker is diminished by 20 to 30% by the combined effects of disease and malnutrition. So, the institute employed a medical staff and they were attached to a dispensary. The Centre also organised cooperative health societies to promote village health and sanitation. Volunteers of the Centre often went out to give lantern lectures on matters of health.

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