

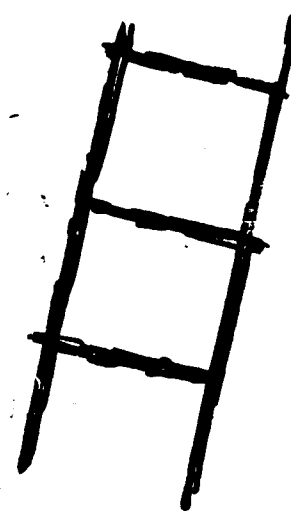
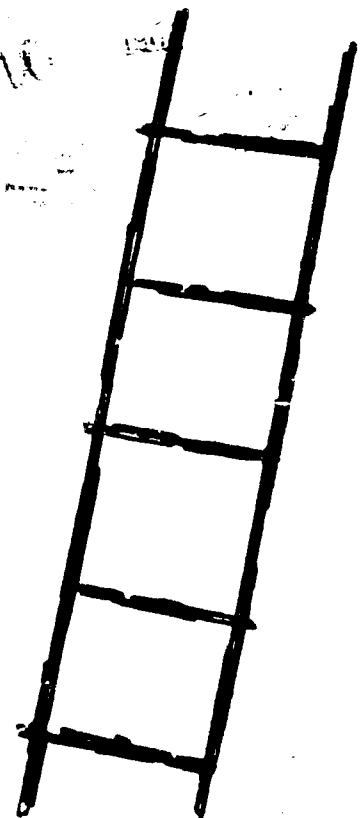
THE
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ADMINISTRATOR

Vol. III No. 9

JULY 1961

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THE NEW ADMINISTRATOR

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SUPERVISION

Recently a special Judge observed in the course of his judgment in a defalcation case that the huge defalcation took place because of the lack of supervision. The importance of proper supervision and inspection was also stressed by the Chief Minister of Kerala, who recently summoned a conference of officers to discuss ways and means of checking misappropriation of public funds. It is a widely known fact that since Independence, there has been a growing lack of supervision in public offices. This will be realised if one gets into touch with any public office. Administrative delays are largely due to lack of supervision. Then again, lack of efficiency in a number of routine things is also due to this. It is not uncommon for you to get a communication on the same subject from two sections in the same office. Recently, a case was reported in the press that in a State, three persons were appointed to the same vacancy. Sometimes, it also happens that a communication will be issued in one section and the reply will be dealt with in another section. Sometimes you may be asked to quote the number of the previous paper on a subject. Again you may receive an indent from an office and when the indent has been complied with, you may be confronted with the question as to the authority on the basis of which you had complied with the indent. Whenever you ask for permission or approval which is a recurring annual affair, you are asked to send copies of the previous orders received by you. These defects are obviously due to the fact that records are not properly kept or registers are not properly maintained. This in turn is the result of lack of supervision. The lower staff is left to themselves without guidance or supervision. No doubt, during the British days, the

lower staff was entrusted with a considerable amount of work, but then they were efficiently supervised so much so that no error escaped the attention of the supervising officers. Now supervising officers think that they are there only to sign what is placed before them. It is therefore time that supervising officers change their outlook in the matter. In administration, the momentum has to be imparted from the top. Much can be done by the initiative, enthusiasm and driving power of those at the higher rungs of the ladder. This fact is often forgotten.

It is also necessary that knowledge of office routine and procedure is inculcated more deeply. To this end, morning or evening classes must be held in public offices as often as possible for the subordinate staff in order that they are enabled to get a thorough grounding in the rules and procedures of the department as well as the philosophy behind the organisation. A senior officer of the department can conduct the classes or a retired local officer may be called in to assist. In Western countries, such classes are common. Such classes are very necessary now because most of those in the lower rungs in public offices are at sea in regard to the elements in office procedure. People who correspond with Government offices know this. It is amusing to hear people talking of the vast possibilities of the Third Five-Year Plan forgetting the shortcomings of the administrative machinery. They are obviously reckoning without the host. There is no use of ambitious schemes or plans if the administrative personnel is not competent enough to implement them effectively. Expenditure on any scheme is bound to be a huge waste in the context of inefficient execution. While stress is being laid on the targets of the Third Plan, little is heard of concrete steps being taken to improve the efficiency of public service personnel. This evidences a lack of realism. Both the Central and State Governments have to move in this matter before it is too late.

I value individual liberty more than progress attained in rigid conditions.

PANDIT NEHRU

News and Notes

A New Pattern of Rehabilitation

In the 41 new villages which have sprung up in Dandakaranya, there is today more faith in the future than remorse at the past. For the displaced farmers from East Pakistan, who are busy in these villages in building houses and preparing land for cultivation, the day-to-day existence on charity and dole is over; a new chapter of active and fruitful life has begun. This transition has by no means been easy. But once they made the decision to go to Dandakaranya, the Project authorities stepped in to make other problems easier. For, in Dandakaranya, the authorities, while firm on principles of work and rehabilitation, are liberal where genuine difficulties are faced. This, while the Project does not tolerate idlers and grumblers, it is ready to come to the assistance of D. Ps. even when it means extra cost, extra planning and putting the operations, to some extent, in the reverse gear. Simultaneously, the settlers will be encouraged to take to horticultural activities and poultry keeping. Experiments at the mixed farm of the Project have shown that a wide variety of food and cash crops as also of fruits can be grown on the land given to the settlers. The Project will supply the requirements of the settlers for seeds on a loan basis, and for horticultural plants and poultry on a subsidised or reasonable rate. Looking far ahead, the Project authorities feel that too much pressure on land, in an area where industrial possibilities abound, should be avoided and wherever possible, manpower should be diverted from agriculture to industry. So, a new idea of profit investment has been broached and is likely to be put into operation soon. Under this scheme, the D. Ps. who will be employed as wage earners in these industries are expected to put the industry on its feet so that profits can be distributed to the workers in the form of shares. The initial share capital of the cost will be provided by the Project in part or wholly, as necessary, but when, profits are ploughed back to the wage earners in the form of shares, a time will come when the workers will be the owners and the D.D.A., as an employing agency, will automatically fade out with the investments it made fully paid off. Several pilot schemes are contemplated. Others under the cooperative system are also being studied. Since the Project aims not only at physical rehabilitation but also wants to help the D. Ps. find a moral foothold, emphasis is laid on creating a healthy cultural atmosphere. Promoting libraries, games, Sankirtan parties, community activities are, therefore, taken care of under the Project's new scheme of moral rehabilitation. The settlers will be provided with Khol, Kartal and other musical instruments. Arrangements are being made to provide four outdoor games.

Private Enterprise

The Chief Minister of Andhra Pradesh said recently, that, during the past four months, private "entrepreneurs" had expressed willingness to start industries in the State, involving a total outlay of Rs. 30 crores. In a statement enunciating the industrial policy of the Andhra

Pradesh Government, which was laid on the table of the Assembly, Mr. Sanjivayya said that for many years to come, the industrialisation of the State would be in the private sector. He said that the State Government had made an effort to analyse the causes of the State's industrial backwardness and remove them. He said, the main reasons, according to the analysis, were lack of an industrial climate, presence of disincentives and lack of a machinery which could offer both technical advice and financial collaboration, which were necessary to provide inducement. To remove the disincentives, the Government proposed to standardise power rates, allow sales tax concessions and acquire lands to be made available to industrialists. He said that factory sites, with all modern amenities, would be made available on long-term lease. Liberal loan assistance would also be offered. To remove the regional imbalance, the Government was considering priority for backward areas in the matter of industrialisation. A special drive was envisaged in these areas. Offers of a rupees five-crore multiple engineering project at Hyderabad, a rupees five-crore polystyrene plant at Visakhapatnam, a rupees eight-crore asbestos processing plant in Cuddapah District, a rupees ten-crore cellulose acetate factory in Hyderabad and several other industrial units had been received during the past four months, he said.

Combating Malaria

For the first time in history, in 1955, the nations formed a coalition to fight a single disease. The resolve was taken at the World Health Organisation's Eighth Annual Assembly, held that year in Mexico City, and went far beyond the mere co-ordination of disease-control measures: Nothing short of the world-wide eradication of malaria from the face of the globe was the aim adopted. Malaria is the first disease to call forth a concerted world attack. Why malaria? There are two main reasons. First, malaria is the world's most catastrophic, most expensive disease. Second, the technical feasibility of malaria eradication has been demonstrated in the field. There are frequent explosions of malaria, and there is also the steady drain on health, wealth, and happiness caused by perennial endemic malaria. The annual economic loss caused by malaria is estimated for Thailand at Rs. 7 crores, for Mexico at Rs. 82 crores, for India at Rs. 235 crores. Set against such figures, the cost of eradication measures seems paltry. In Thailand, from 1954 to 1958, eradication costs ran to Rs. 23.5 lakhs a year. In Afghanistan, the total cost of anti-malaria operations from 1949 to 1959 did not exceed Rs. 35 lakhs. But malaria was the cause of yearly loss of earnings amounting to some Rs. 9.4 crores. Sardinia was the first large area to be freed of malaria by modern methods. The discovery of DDT by the 1948 Swiss Nobel Prize winner Paul Muller, completely changed the outlook. It transformed malaria control into the comparatively simple operation of spraying the inside walls of dwellings where the mosquitoes rest after feeding on human blood. The poison kills off the mosquitoes; malaria patients are given medical treatment, and the spread of the disease is halted; when there are no more malaria parasites for the mosquitoes to transmit, final victory is won. The global eradication programme of WHO is a gigantic undertaking involving thousands of teams and thousands of tons of

materials. Considerable financial effort is required. In 1958, international organisations, notably WHO, the Pan American Health Organisation, United Nations International Children's Emergency Fund, and the International Co-operation Administration (TCM) of the United States, between them covered about 29 per cent of world expenditure on malaria, the remaining 71 per cent being contributed by the Governments of countries where campaigns were fought. Total expenditure for that year was about Rs. 51 crores. To speed the battle, WHO opened the Malaria Eradication Special Account, which receives voluntary contributions from governmental and private sources. The main contributor so far has been the United States. An assessment of results at the beginning of 1960 shows that of the 1,237,000,000 people who lived in malarious areas of the world, 258,000,000 have been freed from the menace. Another 641,000,000 live in the 65 countries and territories where there are realistic plans for starting such programmes. Eradication of malaria is achieved in the United States, Martinique, Barbados, Puerto Rico, Chile, in the Netherlands, Corsica, Italy, the Ukraine, Byelorussia and most of the U.S.S.R., in Cyprus, and nearly in Israel. The eradication campaign covers the whole of India, Indonesia, and Brazil, three countries among those which pay the heaviest toll to malaria.

The U. S. Peace Corps

The new Peace Corps will make it possible for American citizens to volunteer their services to help people in other lands. Under the plan, skilled and semi-skilled personnel will be sent abroad for from one to three years. To meet the language problem, training centres will be set up to provide volunteers with instruction in this country for from two to six months, depending on the type of work they expect to do overseas. After their arrival in the country to which they are assigned, volunteers will be given additional training so that by the time they are actually at work, they should be able to communicate well with their hosts. Peace Corpsmen will be sent only to those countries that request them. The age requirements for volunteers will be somewhat flexible. Starting at 18 years, there will be no top age-limit. The Peace Corps has been organised tentatively on a basis whereby it can operate in several different ways. First, it hopes to work through private volunteer agencies in the United States such as the American Friends, CARE, the American Field Service, and other groups of this type. The corps intends to help these private volunteer organisations improve or expand their operation overseas provided their projects meet Peace Corps standards. Second, officials hope to inaugurate new programmes with American universities and colleges whereby they would carry out certain educational projects overseas. In a third way, the corp's plans to provide the opportunity for its people to participate in the already active programmes of specialised agencies of the United Nations. Fourth, it hopes to supplement existing U.S. Government foreign technical and economic assistance projects by providing "technician helpers" and personnel at the working level. Finally, there will be projects directly administered by the Peace Corps which because of size, complexity, novelty, or urgency, cannot be as well carried out through other

channels. The Peace Corps volunteers will work without salary, but they will be given allowances enabling them to live on a standard similar to their counterparts in the host country. For example, a Peace Corps volunteer teacher serving overseas, would live about like the teacher in that particular country. They are not intended to be advisers or consultants. Rather they are expected to be workers and doers. For example, some may go out as nurses and others may be skilled workers on farms. The Peace Corps is a genuine experiment in international partnership.

All India Radio

At the time of partition of India in 1947, All India Radio (AIR), was left with six stations : at Delhi, Bombay, Calcutta, Madras, Lucknow and Tiruchirapalli. At present, AIR has 60 transmitters, 28 radio stations with 35 studios and four auxiliary studio centres, 28 receiving centres and an educational television centre at New Delhi. Fifty-seven more transmitters will be installed shortly for extension of the home service broadcast coverage from 37 to 61 per cent of the area and 55 to 74 per cent of the population. In 1960, in its home services, AIR broadcast 1,15,000 hours of programme consisting of music, talks and discussions, dramas and features, news and programmes for special audiences as also AIR's light programme entitled "Vividh Bharati". In the same year, the external services occupied 7,000 hours. AIR broadcasts in all the fourteen major languages mentioned in the Indian Constitution and, in addition, in English, Dogri and Sindhi. There are several dialects spoken in rural areas which are important to AIR because of its rural programmes broadcast from all stations. Fifty-one dialects and eighty-two tribal languages are also used in AIR programmes. Each linguistic region is served by one or more radio stations. Programmes are planned keeping in view the artistic, literary and cultural heritage and aspirations of the region and they try to tap local talent. AIR operates one of the largest news organisations in the world. Ninety-seven news bulletins ranging in duration from 5 to 15 minutes in 29 Indian and foreign languages are broadcast every day for listeners in India and abroad. Special audience programmes are addressed to women and children, schools, and university students, industrial workers and rural listeners as also to the armed forces and adivasi areas. To project significant aspects of India's culture and present the Indian point of view in international events, AIR broadcasts programmes in 16 languages for 23 hours per day. These programmes are broadcast to West Asia, including Saudi Arabia, Egypt, Lebanon, Syria, Jordan, Iraq, Yeman, South-East Asia including Tibet, China, Burma, Indonesia, Fiji, Australia and New Zealand; East, West and Central Africa and Europe.

National Income

The national income of India (at 1948-49 prices), was Rs. 11,760 crores in 1959-60 and Rs. 11,650 crores in 1958-59 compared to Rs. 10,480 crores in 1955-56 at the beginning of the Second Five-Year Plan. The *per capita* income at 1948-49 prices has been placed at Rs. 291.6; Rs. 292.6 and Rs. 273.6 in the years 1959-60, 1958-59 and 1955-56,

respectively. This is revealed by the eighth issue of the annual paper on national income just released by the Central Statistical Organisation. The estimates for 1958-59 included in this paper are based on the methods of estimation followed for the earlier years and show a slight downward revision over the preliminary estimates published last year. The estimates for 1959-60 which are preliminary and based on partial material have also undergone a slight upward change compared to the 'quick' estimates released in August last year. Unlike 1958-59 which recorded an all-round improvement over the previous year both in agricultural and non-agricultural output, the year 1959-60 registered only a marginal increase of Rs. 110 crores in the total net output. This was due to the fall in agricultural output in the year 1959-60; the contribution to national income from agriculture in that year was less than that in the previous year by Rs. 155 crores at 1948-49 prices. This, however, was more than offset by a rise of Rs. 265 crores in the contribution made by all the other sectors together. Expressed at current prices, the national income stood at Rs. 12,840 crores in 1959-60 and Rs. 12,600 crores in 1958-59 as against Rs. 9,980 crores in 1955-56. The larger increase at current prices than at constant prices was of course due to increase in prices.

U. S. Extension Service

The number of United States farm and urban families receiving assistance from the Co-operative Extension Service of the U. S. Department of Agriculture and the Land-Grant Colleges and Universities of the 50 States last year set a new record. More than 13 million persons, including the great bulk of the farm population, took advantage of the "out-of-school" educational programme, that is generally given credit for most of America's progress in agriculture and leadership in practically all of its fields. The new total was an increase of seven per cent—about a million persons—over the preceding year. County agricultural agents answered over 8 million requests for assistance on agricultural production and marketing problems. Home economics workers helped 8.5 million families solve home and family living problems involving home management, foods, nutrition, housing, clothing and financial planning. Enrolment in 4-H (farm youth) clubs reached 2,301,722. Interest in farm co-operatives, agricultural supply and marketing firms, and county and community groups increased. Rural development—work centring on making fullest use of local resources and community and area improvement projects—also received increasing support.

Trends in Administration

Hard Labour for progress

Mr. Morarji Desai, recently said, India would be one of the most prosperous countries in the world in the years to come, if her people put in hard labour for the success of the Five-Year Plans. "It is not a question of what the Government or the country is doing for you, but it is a question which each one should ask of himself as to how much he is contributing to the development of the country," he added. The call for hard work is not something new. Our leaders have been appealing for hard work ever since Independence. Yet hard work is the exception rather than the rule today. This is the case with people in all walks of life. In agriculture, the tiller of the soil is not inclined to put in enough work to produce a good yield as his brethren in other countries. In the field of labour, people clamour for more remuneration with less work and in the field of public administration, public servants want to go up in the ladder with minimum work. Similarly, in the other walks of life, people place emphasis on money and not on hard work or service. It is doubtful, however, whether this state of affairs can be remedied by appeals. People have to be educated into a new outlook.

Co-ordination

The Government of Madras has reorganised the programme for welfare of women and children in the State, integrating the existing Women's Welfare Department, the State Social Welfare Advisory Board and the field staff of the community development blocks attending to this programme. Previously, the Women's Welfare Department was a separate body, running rehabilitation homes, like the Service Home at Tambaram, where destitute and helpless women, were given shelter for two to three years and given vocational training to enable them to earn a living. The State Social Welfare Advisory Board was also having its own programme, besides schemes that came under the community development programme. The Government has integrated all these into one unit to enable proper coordination of various programmes. Coordination between the various Agencies doing work in the same field is very necessary if waste of public money is to be avoided and maximum results are to be produced. Since Independence Organisations and Government departments have multiplied fast and there has been a marked lack of coordination between them. This is also the case between many Government Departments themselves. There is lack of coordination between one section and another in the same office, there is lack of coordination between the work of a local body or a private organisation and a government department; there is lack of coordination between one department of the government and another and there is lack of coordination between some of the Departments of the State Governments and those of the Union Government. This has been mainly due to the fact that much of the expansion that has taken place during the Independence period has been haphazard and piecemeal. No doubt, to some extent this was inevitable but that is no reason why the lack of coordination

should be allowed to grow unchecked. The State and the Union Governments have to look into this matter deeply and take corrective measures.

Decentralisation

The opinion that the time was over-ripe for decentralisation of powers in the Cooperative Department, so that the cooperative movement might be broad-based on popular will, free from needless officialdom, was expressed in a resolution adopted at the 16th Tamilnad Cooperative Conference held recently. There is no doubt that decentralisation is necessary in order to make the movement more effective and useful. But unless the people are equipped to shoulder the responsibilities involved in decentralisation, it may prove a remedy worse than the disease. To avoid this contingency, the people have to be educated in the principles of cooperation so that they may imbibe the cooperative spirit. Efforts in this direction have to be intensified before large-scale decentralisation is decided upon. No doubt, some States are doing this in a sporadic way; but that is not enough. More systematic efforts are necessary. To this end, a scheme has to be drawn up by the Ministry of Cooperation or the Planning Commission for implementation in all the States. Only Central action can quicken the pace in these things. Left to themselves, States can do little in the matter. The Royal Commission on Agriculture said as early as 1926 to the effect that the failure of cooperation would spell the ruin of rural India. Hence there is no question of minimising the importance of strengthening the cooperative movement. In such a vital matter, Central direction and guidance are indispensable. The earlier this is done, the better for the cooperative movement and the rural folk in this country.

Joint Staff Council

The Andhra Government has passed orders for the setting up of a State Services Joint Council to secure close cooperation between the State as employer and its staff at non-gazetted levels, to promote the welfare of such employees and to provide machinery for examination and conciliation of grievances. Though the council will be essentially advisory, the Government representatives will be empowered, as far as possible, to settle the issues arising for discussion without further reference to the Government. However, matters having financial repercussions, will require Government approval and the Government reserves the right to modify a decision after hearing the council in that behalf. The council, which will comprise representatives of the Government and of recognised associations of Government employees, will start work from July. The Government nominees in the first council, which will work until the close of the annual meeting in 1962, are drawn from the Secretariat, the Revenue, Medical, Public Works, Agriculture and Education departments. The choice of the departments, however, will not preclude matters relating to other departments being considered, if brought up by a recognised association having members of these departments. Other departments will be added when the Government considers it necessary. The main functions of the Joint Council will be : to utilise the ideas and experience of the staff in the best way possible ; to

secure for the staff a greater share in, and responsibility for the determination and observance of the conditions in which their duties are carried out; to assist in determining the general principles governing conditions of service—recruitment, hours of work, discipline, tenure, remuneration and superannuation; to encourage the further education of civil servants and their training in administration and organisation; to improve office machinery and methods of work and provision of opportunities for the full consideration of suggestions by the staff; and to organise schemes for rest and recreation and medical attention. Such joint councils will be set up at departmental, district or office levels when the State council and the Government are both satisfied that there is need for it. The purpose of these councils is that there should be frequent consultations between representatives of the staff in the Government departments and of the Government, so that grievances of a general nature may be speedily redressed, misunderstanding of a general nature may be speedily met, misunderstanding of any action of the Government or of the staff rapidly cleared and welfare measures constantly kept under review. The Government has also decided that in the Secretariat and all larger offices, a senior officer should be designated as welfare officer to propose and implement measures for the welfare of the staff, on matters like satisfactory working conditions, canteens and recreation facilities. There will be a State Welfare Officer, in the Secretariat, who will coordinate the work of the welfare officers. The State Joint Council now being set up, will consist of not less than 16 and not more than 24 members, one-half to be appointed by the Government and the other half by the recognised service associations.

Developmental Activities

It is in the news that the Kerala Government proposes to appoint financial assistants in the different departments to accelerate the pace of developmental activity. If delays in getting financial sanction is responsible for the slow progress of development work, then the financial decentralisation envisaged in the Kerala measure is to be welcomed. But oftentimes, slow progress in the developmental sector is largely due to the lack of public cooperation. This lack of cooperation is in turn due to a variety of causes: Firstly, the people may not have sufficient confidence in the efficiency of the developmental personnel. Secondly, the matters in which their cooperation is sought may not be designed to satisfy "a felt need". Less important things might have taken precedence over more important things. Thirdly, factionalism or groupism in local politics might have tended to retard public cooperation. Fourthly, power-seeking politicians might have knowingly or otherwise, alienated public support. These causes vary from place to place. They have to be tackled effectively so that whole-hearted public cooperation is ensured at any cost. It is often forgotten that public cooperation can best be ensured through local leadership. Only through local leaders can developmental personnel reach the masses. Where there are no local leaders, leadership has to be developed. Outsiders, however clever they are, cannot do much. So, it is one of the primary duties of the developmental personnel to exploit local leadership to the maximum extent to further developmental activities. The extent to

which public cooperation is secured, is a touchstone of the efficiency of Block Development personnel.

People's Training Programme in Rajasthan

With a view to equipping the rural masses to shoulder new responsibilities devolving upon them following the introduction of Panchayat Raj in Rajasthan, a month-long people's training programme has been launched by the State Government from May 25. About 2,000 trainers, selected from among village level workers, Patwaris, extension officers, school teachers and other social workers, visited all the 7,394 Panchayat headquarters and imparted training to about 15 million rural population of the State. During their one or two-day stay at each Panchayat headquarter, the trainers established close contacts with members of various village institutions such as Navyuvak Mandals, Mahila Mandals, Panchayat and Cooperative Society and in the evening, talked on a vast range of subjects to villagers at a Gram Sabha, convened by the Panchayat. Talks were initiated by the concerned Sarpancha. Before the trainers go to villages, they underwent a short training at Panchayat Samiti headquarter or district headquarter, as the case may be, where district level officers and other subject-matter specialists explained to them, the duties and responsibilities of the three-tier democratic institutions and their inter-relationship, financial resources of these bodies, importance of Gram Sabha and voluntary organisations at the village level, production programmes and ways and means to augment agricultural production. These were the broad topics of talk at the villages. Villagers were also to be acquainted with the working of the Panchayat Raj and their role in implementing various development programmes. To make the programme attractive and interesting—dance, drama, songs and puppet shows, have been arranged. This programme is the first of its kind after the reorganisation of Panchayats in Rajasthan. One such training programme was launched in 1959 when the Panchayat Raj scheme was first introduced in the State.

Staff Relations

Speaking at a meeting of the non-gazetted officers, Justice Ganapathi Pillai of the Madras High Court, referred to complaints that superior officers were bureaucratic, dictatorial, and unsympathetic towards subordinates and pointed out that there were similar complaints regarding lack of discipline and perfunctory work on the part of subordinates. He observed that if non-gazetted officers discharged their duties faithfully, they were sure to win the goodwill and appreciation of even indolent superiors. Proper staff relations is a key to administrative efficiency. People who talk endlessly about the administrative efficiency forget this fact. Oftentimes, the tendency is to talk about the malady and bewail its consequences, but not to give serious thoughts to remedies. It is unfortunate that some civil servants are not able to adopt the proper outlook necessary for a welfare State. In the welfare State, all categories of public servants are working as partners in the same adventure of building a new India. There is no question of superior and subordinate; there is only a question of cooperative

efforts towards a common goal. Elsewhere in this issue, we have published an article on leadership in administration. The success of an administration depends on the civil servants at the top. A civil servant in a welfare State is not an isolated bureaucrat sitting far beyond the ordinary currents of departmental activities; he is not like Greek Gods of old, sitting in Olympian heights. He is the captain of a team, the leader in an enterprise, and the driving force in an undertaking. It is he who has to set the pace, it is he who has to infect the entire organisation with his enthusiasm and zeal. Where efficiency had been achieved, it was due to the example and inspiration from the top. This fact has to be realised by civil servants as a necessary condition to the promotion of administrative efficiency.

Tourism

The Kerala Government have constituted hospitality committees in two important towns to start with in connection with the promotion of tourism. These committees will play host to tourists with or without payment. Such committees, it is said, will be extended to other towns in the State. This innovation may have a healthy effect on the tourist industry. Of late, there has been more talk about tourism and less action. The importance of tourism as a foreign exchange earner, cannot be denied. In 1960, it held the fifth place among industries who had earned foreign exchange. But the progress made by us is not much, compared to what countries like Britain, France and Italy have achieved. In 1958, expenditure by foreign travellers in U.K. accounted for the surplus in the balance of payments. In the same year, in France, tourism ranked third in importance as a foreign exchange earner. It has been estimated that a well-planned encouragement of tourism would fetch us as much as Rs. 225 crores during the Third Plan. A reporter from New York, recently estimated, that not less than 9 lakhs of Americans go abroad every year. Of these, only a small portion come to India. Last year, it is said that only 27,000 Americans visited India. Certainly, with more definite efforts, it is possible to attract a good part of the 7 lakhs to our country. In the past, tourists have complained about customs difficulties, indiscreet handling by officials, misbehaviour by taxi drivers, and cheating by shop keepers. Tourist guides can minimise these hardships and difficulties. Foreign exchange being so valuable for our economic development, no effort can be too much to stimulate this industry to the maximum extent. What is wanted is coordinated efforts.

Policeman in Germany

"It depends entirely on the individual policeman's behaviour whether the public develops a positive or negative attitude towards the police": This observation of a police chief in the Federal Republic of Germany in commending twelve rules of behaviour to his men is a clue to the principles and code of conduct that guide the policeman in the country and make him a servant of the people. Although the police force has been looked upon generally as the "protector of law and order," the powers and status of the force have changed with developments in the structure of the State and its units. In the kingdom of Prussia, for instance, the teams of "protectors of the order"

were recruited extensively from among soldier veterans who became police officials either after they had been seriously wounded in battle or had retired from active service. In 1933, when the National Socialists under Hitler laid claim to all-embracing power, the police authorities of the "Laender" (the States), were disbanded and a force organised on a national scale and centrally controlled was set up. The build-up of a new police force, following the collapse of Germany in 1945, was largely determined by the prototypes which the Western Powers occupying areas of the Federal Republic of Germany had in their respective countries. Today, the police in the Federal Republic are burdened with a great many tasks which certainly would never have been visualised in 1945. Apart from the protection of the citizens against criminals, one sphere of activity has particularly come into the foreground—traffic duties. Since there is just as great a manpower shortage among the police as there is throughout the entire economic field, extensive mechanisation, rationalisation and an increase of mobility have been employed to even out this personnel shortage.

Community Development

Two or three major criticisms levelled by a retired civil servant against the working of the Community Development Programme, provide food for reflection. One is the lack of a proper scale of priorities. "For instance, one village may have three wells supplying it with drinking water, a fourth may be added for greater convenience. But another village may have no well at all and the villagers may have to trudge three or four miles before they reach a reasonably safe source of water supply. Now, it has to be decided which should have the priority. Lack of priorities or political considerations in determining the scale of priorities, has seriously hampered the progress of the Community Development Programme. For another criticism, more attention is being paid to rural welfare than to rural development. In one village, it is said that the street have been paved with stones. This is no doubt, a good amenity. But this was done at the cost of draining excess water from the fields. The latter would have improved the cotton crop of the village and put more money in the hands of the villagers. Economic improvement is the basis of all improvements. Hence, rural development should precede rural welfare. Thirdly, there has been no question of planning and implementation by the villager. Plans have been drawn up at State capitals, while implementation has been entrusted to the villagers. As a result, villagers have lost their enthusiasm. It is said that shramadan has proved a flop and the reason for that is found in different agencies being entrusted with planning and implementation. Fourthly, too much red tapism. Even for small things, sanction has to be obtained from the State Secretariat or the Development Commissioner. This entails delay and the people become impatient. The cumulative result of all these factors has been that public cooperation has not been forthcoming to the requisite extent. According to an official publication, "On the whole people's attitudes and reactions in most of the blocks are not yet generally favourable to the success of the Community Development Programme. The majority of the villagers do not regard it as their own programme and seem to

rely mainly on the Government for effecting the development of rural areas." These criticisms call for necessary remedial action.

Village Accounts

The Government of Madras proposes to reorganise the system of village accounts so as to meet the requirements of reliable statistics for developmental projects. A committee has been constituted by the Government with the Director of Agriculture as Chairman, and the Directors of Statistics and Settlement and Secretary (Land Revenue), Board of Revenue, as members, to suggest measures for integrating, simplifying, and improving the revenue and other accounts maintained at the village, block and taluq levels. The present system of village accounts, designed over a century ago, was intended only to subserve the requirements of land revenue assessment and collection. But in the context of planning, block development and reorganisation of panchayats, the need for detailed and accurate particulars regarding various aspects of cultivation and social life of villagers is felt. For schemes of village improvement and farming development, at present, the Government depends entirely on village officers who are not in a position to collect the relevant data. Therefore, the committee has been asked to suggest ways of obtaining accurate data regarding various aspects of rural development. The committee held its first meeting when it discussed procedure and decided to address District Collectors and heads of departments for essential particulars.

Spirit of Dedication

Ever since Independence, there has been a spate of exhortations by Ministers, both Central and State to public servants to cultivate a sense of dedication and a spirit of service. Every other day, we come across such exhortations made with a sense of patriotism and with an ardent zeal for promoting administrative efficiency. Speaking recently in Madras, Mr. A. K. Sen, Union Minister for Law said that if India were to emerge as a prosperous nation, it was very necessary that her civil servants and gazetted officers should be imbued with a spirit of dedication, zeal and determination in their work. He pointed out that the success of Government policies and undertakings depended on the collective spirit and service of its employees. There is no question of gainsaying this fact. But the point is whether exhortations made in the past have produced results and whether administrative efficiency has improved in any perceptible manner. Judging from press reports and statements from the public, the answer to this question must be in the negative. What is the reason? The reason is that we have been talking more about the need for proper outlook for public servants and the importance for administrative efficiency, etc., without much concrete action. No doubt, the Union Government and the State Governments have organised the O and M division, but have they been able to produce tangible results? This is doubtful. Much more concrete and coordinated efforts are necessary. The education of public servants in the ideals of the welfare State, the inculcation of the welfare outlook in him and the provision of facilities for improving individual efficiency are matters requiring attention. Apart from broadening the scope of O and M

work, the Governments have to make use of service associations and non-official organisations. A well-thought-out plan has to be drawn up and implemented. There is no point in wasting time, energy and money in sporadic and uncoordinated efforts either by the Union Government or State Governments. Administrative efficiency is an All-India matter and therefore, it is only proper that the Union Government should take the lead.

District Advisory Committees

The Government of Mysore has asked all the District Development Councils to appoint a sub-committee with a maximum of 15 members to function as District Advisory Committees for emergency relief works to extend relief in case of fire accidents, floods, famines, etc. The composition of the committees should be on the following lines: The Deputy Commissioner of the district as chairman; five officers of departments at the district level concerned with relief works, eight non-official members to be nominated by the District Development Council from among its members, and the secretary, District Development Council, as ex-officio secretary. This innovation will tend to democratise administration at the district level. But it is for consideration whether a more compact body will not function more efficiently and quickly too. A body of 15 members may prove an unwieldy body especially in matters connected with emergencies. Emergencies require quick decision and quick action. This will be possible only for a compact body with far less strength than fifteen. It is an axiomatic fact in administration that unwieldy bodies are slow to take decisions and slow to act. They tend to waste a lot of time in discussions and in reconciling conflicting views.

Political Interference

The Director of the Institute of Political and Social Studies, Calcutta, recently suggested in an open letter, that the administrative services should be kept completely independent of the influence of political parties. This suggestion needs more serious consideration at the hands of the Governments, both Central and State. Political interference has in the past constituted a grave detriment to administrative efficiency. In the early days of freedom, such interference was a normal thing. In the mofussils, the local M.L.As. laboured under the impression that they were above the Collector or the Deputy Commissioner. Owing to his direct access to Ministers, civil servants in districts feared to offend him. Those who offended were oftentimes made to pay dearly. At the State capitals, politicians worked through Ministers to gain their end. Some Ministers allowed room for not only M.L.As., but also for members of the Congress Party lest they should create trouble among the masses. Secretaries to Governments were often obliged to respond to political wire pulling as otherwise they feared they would be sent out as Collectors or on similar district jobs. Sometime ago, a retired civil servant pointed out that the price a civil servant had to pay for independence was too much now. An obliging civil servant may retire as Secretary to the Union Government on Rs. 4,000, while a no less able civil servant with independence may be

able to retire only as Collector or Deputy Commissioner on Rs. 2,000. This is the penalty. And for this, the responsibility must lie primarily with the political executive. No doubt, things have improved now; even so, there is still much room for improvement. Mixing administration with politics is a basic malady. It is fruitful of many evils. It destroys public service morale; it arrests administrative efficiency. It defeats one of the most fundamental principles of democracy, namely, equality of opportunities to all irrespective of political, social or economic differences. Therefore, more concrete action is necessary to preserve independence of the administrative services.

Ministers' Tours

It is a happy sign that of late, both the Central and State Governments have been taking steps to introduce simplicity in the official movements of Ministers. Those whose memories are not short, can remember that in the early days of Independence, Ministers moved about with the pomp and ostentation which characterised the movements of Provincial Governors of old. Since Independence, the man in the street looked aghast when those who preached simplicity and austerity during the freedom struggle started emulating the bureaucrats and Provincial Governors of the British period, in the matter of pomp and splendour. This exerted a dampening effect on his attitude to the Government. A realisation of this fact by those in authority has led to active measures being taken to divest movements of Ministers of needless ostentation. Lately the Government of Mysore has issued a series of instructions in this matter. They have laid down that in future, no guard of honour by the Reserve or other police personnel should be arranged in honour of Ministers when they are on tour. Similarly, erection of pandals and offering of garlands have been deprecated. Tea, luncheon, and dinner parties in honour of Ministers have to be avoided. Representations, petitions and addresses intended for Ministers should not be printed. These measures are likely to impart simplicity to movements of Ministers, if they are strictly followed. But generally speaking instructions of this kind are seldom followed in practice. They prove dead letters. This is mainly because infringement of these instructions cannot easily come to light. Few will care to bring to the notice of the Government violations in this regard. So, the main responsibility of seeing that the instructions are not violated rests with Ministers themselves. They must make it a point to decline honours which are prohibited by the Government. This is the safest guarantee for the strict observance of these instructions.

Zilla Parishads

To enable the Zilla Parishads to have more effective supervision over, and better coordination of various development works undertaken by the Panchayat Samitis, the Rajasthan Government has decided to pool the funds for local development activities allotted for the district and place them at the disposal of the Zilla Parishads. The Zilla Parishads will distribute these funds among Panchayat Samitis, on a rationalised pattern, looking to the local needs and resources of the area. According to the above decision, funds relating to local development works, floods, fire, etc., rural water supply, communication,

improvement of village tanks, minor irrigation loan, purchase and distribution of kharif seeds and drinking water wells and roads constructed under social welfare schemes, will henceforth be allotted to the Zilla Parishads. The district civil officers have also been asked to attend the Zilla Parishad meetings regularly and send quarterly reports to Zilla Parishads regarding implementation of various schemes under their charge. The reports will be reviewed by the Zilla Parishad.

Pictorial Publicity

Orient Longmans has brought out a pictorial publication under the title "A day in Ceylon." The book carries excellent photographs of some of the developmental activities in Ceylon besides the work that is being done there under the auspices of the World Health Organisation. Picturesque photographs about anti-malarial work, health education of the rural folk, promotion of cottage industries, etc., provide a feast to the eye and information to the mind. The educative value of such publications cannot be overestimated. It is possible for the States in India also to put out similar publications. In a country where the masses are not literate to an appreciable extent, the value of pictorial publicity is considerable. The axiom of the propagandist is that a single picture is equal to a book of words. Such publications will not only tend to inform and instruct people within a State, but also will tend to promote emotional integration by spreading information about one State in another. It will also breed a competitive spirit among States that will have a healthy impact on progress. At present, people in one State know precious little even about their neighbouring States, not to speak about remote States. This lack of knowledge operates as a handicap in the matter of emotional integration. Publications such as the one under reference, can help to improve things in this direction. Information departments in the various States can plan out similar publications. In a democratic Government, Information departments have a dynamic role to play. They are not merely to confine themselves to the issue of press notes or the publication of the speeches of Ministers. Building a sound public opinion and a cooperative attitude on the part of the mass of people should be among their main preoccupations and to achieve these, it is necessary to explore all possible avenues to the public mind.

District Officials

"An incompetent district official would be a disaster to society," observed Mr. A. Krishnaswamy M. P., addressing the Gujarati Youth Association at Madras recently on 'crisis in administration.' He stated that the country was facing a serious problem on account of the tendency of senior official gravitating from the districts to sinecure jobs in the State and Central Secretariats. The fault lay with the Government in having encouraged a steady inflow of experienced administrators from the districts to coveted positions in Central Secretariat. There should not be such stabilisations of positions in the Secretariat. He called upon the Government to give trained administrators "proper jobs and make them work harder." During the British regime, an officer spent two-thirds of his service in the districts where he gained sufficient experience, and spent the later part of his service in the Secretariat.

The district administration formed the core of efficient administration in a large country like India. Today, nearly 35 per cent of the senior officers were in the Secretariat, while in the pre-independence days, the percentage of such officers was only six. The remedy for this lopsidedness was to make it clear that incentive allowance and prospects of promotion would go only to those who were willing to serve in the districts and shoulder greater responsibilities in promoting the welfare of the people. It was essential that the district administration should once again be restored to its former pristine purity. An incompetent district official would be a disaster to society. He referred to the fall in the efficiency of administration, and said, no one could become a capable administrator by merely passing competitive examinations. He had to acquire experience. Dr. Krishnaswamy wanted sufficient attention bestowed on the training of junior officers by seniors in various cadres or services. He agreed that a greater degree of mobility and inflow of talent from one administration to another was needed, but pointed out that a certain amount of continuity in administration was essential, especially at the policy-making level. He felt that the failure to increase agricultural production was due to the relative inexperience of district officials. He referred to the argument that administration suffered by the interference of politicians, and said a capable and efficient officer would stand up to any one however powerful he might be.

Community Development

In Community Development, we must always remember that it is not enough to widen the streets ; we must widen the opportunities of the people for a fuller life. It is not enough that we raise new buildings ; we must raise as well the aspirations of the people.

JOHN D. ROCKFELLER

Education in Industry

DR. P. F. R. VENABLES

Industry, which has helped to create modern technological society, with its high and rising standards of living, is immensely diverse in its structure and needs. In the United Kingdom, in 1956, there were about 24,000,000 employed people in industry and commerce, of whom, 7,888,000 were employed in manufacturing firms. Altogether there are about 56,310 individual manufacturing firms, and of these, about 41,300 employ less than 100 persons (1,555,000 employees); 12,178 employ 100-499 persons (2,500,000 employees). The bigger firms comprise only 5 per cent, of all firms, but employ 48 per cent, of all employees (3,900,000 in number). Though there are many excellent medium-sized and small firms, it is, nevertheless, generally true to say that the most enlightened support for education and training is to be found in the large firms. In discussing what is to be done by them, it should be realised that one outstanding contemporary problem is how to elicit similar interest and support from the far more numerous smaller firms and to do so in appropriate ways. That part of the educational system which has grown up largely in response to the needs of industry and its employees is inevitably also very diversified. Belatedly in the late 19th century, technological studies were introduced into the British Universities, and have progressed greatly this century. In October 1958, 15 per cent (14,942) of all students were in technological courses and many of those in science courses (22,949 students = 23 per cent of total), taken up careers in industry. The courses are held at undergraduate and postgraduate level, and many students are supported by industry. Research is widely undertaken and much of it is supported or sponsored by industry.

Numerically, the greatest support of education by industry, and their closest links with it are in the technical colleges, which are administered mainly by the Local Education Authorities, and financed jointly by them and the Ministry of Education. From 1957 to 58 in England and Wales, about 76,000 students attended full-time courses, about 4,69,000 students attended part-time day courses, and in England and Wales, about 76,000 students attended full-time courses, 1,080,000 students attended evening courses. Of the students in part-time day courses, 4,17,000 were released by their employers for one day a week at college (in some cases more), with payment of wages, and mostly with payment of tuition fees as well. Of these students, 57,473 were aged 21 years and over. A great number of such students became qualified craftsmen and technicians. Hitherto many students have also gained full professional qualifications as engineers, chemists and so on by this part-time route. The increasing pressure of modern scientific discoveries and technological developments have made it necessary to establish a new route, with more ample conditions of study while retaining the indispensable industrial training. This is the basis of the "Sandwich Courses" now being rapidly developed, in which the student spends six months in college followed by six months in industrial training in the firm, over a period of four or five years.

Four years ago, there were about 500 students in these courses; now there are about 8,000, and almost all of these are "works-based"—they are employees of firms and receive their wages throughout the whole course, college periods included. About 2,500 of these students are in technological courses leading to the Diploma in Technology established in 1955 by Government action through the National Council for Technological Awards. The Diploma in Technology is of a standard equal to the Honours Degree of a British University. The other 5,500 students are mainly in "Sandwich Courses" leading to the Higher National Diploma, with varying degree of exemptions from professional examinations, and may expect to become superior technicians, or possibly technologists on production work.

New Structure

As a result of the Government White Paper on Technical Education, published in February 1956, a new structure is emerging in technical education. This is enabling industry to canalise its demands for training different types of employees to specific types of institutions. In this new structure, there are four types of colleges; as the foundation 175 local colleges of further education; then the area colleges (about 60); the regional colleges (22, which may rise to 30); and at the apex, the eight colleges of Advanced Technology (likely to become ten), which undertake only work of university standard. In future, industry will look to the Universities and the Colleges of Advanced Technology to produce technologists, to the Regional colleges for superior technicians and some technologists; and to the Area and Local colleges for technicians and craftsmen. The Advanced and Regional Colleges will also be increasingly concerned with education and training for management and industrial administration, and the Area colleges with foremanship and supervisory courses. The more generalised education and training for industry is thus carried out in the Universities and Colleges. Firms also have need of specific training for their own particular processes, production and management. There has, therefore, been a rapid growth of induction training schemes for new workers in many firms and, in the larger firms, the establishment of works training schools for the specific training of craftsmen and technicians.

Smaller firms cannot command such resources, but group apprenticeship training schemes are being set up by numbers of small firms, in which more varied training facilities are shared for the good of the apprentices. At the topmost level, industry has been actively engaged in the establishment of staff colleges. This has been done collectively by industry as in the Administrative Staff College, Henley, on-Thames, while large individual firms and nationalised industries have set up their own colleges. At a lower level of industrial administration, a group of 33 firms set up the Roffey Park Institute concerned with the field of human relations, including human aspects of management and social medicine. The most recent example is the re-establishment of Ashbridge College. In addition to its own training schemes and its support of students at universities and colleges, industry contributes its powerful support to education in many enlightened and imaginative ways. Recently, an Industrial Fund for

the advancement of Scientific Education in Schools was established for providing science laboratories in independent and direct grant schools and altogether about £3,174,554 has been subscribed from some 141 companies; 201 schools received building grants and 334 received apparatus grants. Many scholarships are provided, in addition to supporting students throughout 4- and 5-year "Sandwich Courses".

Notable Example

A notable recent example is the Trevelyan Scholarships founded by industry for schoolboys to attend Oxford and Cambridge. Their value is £450 per annum and their number will rise from 24 to 50 awards a year as the scheme develops. Valuable postgraduate fellowships for research have been established at the universities and colleges of advanced technology. Another notable innovation has been the establishment of Churchill College, Cambridge, for which, about £3,000,00 has so far been given or promised. Large sums have been given for halls of residence, especially for accommodating postgraduate students, as at Imperial College and Birmingham University. Gifts of money and equipment, loan of special equipment or use of such equipment at the works, specially arranged works visits, secondment of staff from industry to college and *vice versa*, travel funds for teaching staff; these are some of the practical means of co-operation between industry and college. In addition to the foregoing, industry supports education by the personal interest and work of its leading members in many ways. Examples include service on Governing Bodies of Universities and Colleges, on College Advisory Committees, and on National and Regional Advisory Councils. Moreover, they exert a powerful influence through their membership of the Councils and Education Committees of the leading professional institutions.

Certain organisations and societies which have been founded and have actively been supported by industry, have made a great and progressive contribution to education, not only to that directly related to industry, but in a much wider context. Three distinguished examples must suffice; the Federation of British Industries, the Industrial Welfare Society, and the British Association for Commercial and Industrial Education. Their influence is widely exercised through their publications, conferences, short courses, and links with many different organisations. We live in an unprecedented period of scientific, technological, industrial and social change. So far as education is concerned, one of the best auguries for a strenuous and exacting future is its firm and steadily growing partnership with enlightened industry.

You have two ears and one mouth—use the ears twice as much.

View-points

Deficit Financing

PROF. AMUL DESAI

In spite of the fact that deficit financing, if it leads to inflation, defeats its own purpose of promoting economic development, its advocates make out a case for its continuation in the Third Five-Year Plan on three grounds. Firstly, the purchasing power of the rupee has fallen relatively less than that of other important currencies of the world. Whereas the value of rupees has fallen by 1.7 % per annum between 1948 and 1958, that of dollar has fallen by 1.8 %, of pound sterling by 4.3 %, of franc by 6.8 % and the German mark by 1.7 % per annum during the same period. In other words, the price level has shot up in other countries more violently than in ours and hence looking to the gains of development, Indian economy can still afford a further dose of deficit financing during the Third Plan. Secondly, it is suggested that the size of deficit financing in the Third Plan would just be Rs. 550 crores in contrast to a deficit financing of about Rs. 1,300 crores in the Second Plan and, therefore, the effect on the prices of a small dose of deficit financing would not be adverse in view of the smallness of the size of the deficit and the rapidity with which national income would be rising. Thirdly, it is stated that rising prices is not only an index of economic growth, but also a stimulant to investment activity and increasing output. Fourthly, rising prices do not necessarily indicate a state of inflation. All the above arguments are only half truths and are likely to mislead the people as well as the policy-makers.

It is true that prices in other countries like the U.S.A., U.K., France or Germany have risen more during the last ten years, than in our country. But a rich man can easily bear the burden of even a ten per cent rise in prices, whereas a poor man can hardly tolerate even one per cent rise, an advanced country can afford a more rapid rise in prices as compared to an underdeveloped country like ours. What is relevant to the issue is not only a comparison of prices, but also a comparison of national income, *per capita* income, level of employment, a rise in output of consumption goods in relation to rise in national income, rise in the prices of necessities of life in relation to the general rise in prices and a host of other considerations. What is missed while making international comparison is that other countries like the U.K. and U.S.A., not only enjoy a much higher *per capita* and national income, but also operate their economies at almost a full employment level. The margin of inflation tolerance in India is low in view of the low *per capita* income and widespread unemployment prevailing in the country. Moreover, food prices have increased much more than other prices in this country as compared to other countries. This also is a significant indicator of the malady.

Size of Deficit

Similarly, the size of deficit by itself does not prove anything. Even a small dose of it on an already inflated price structure, will not

only mean lower living standards for the people in the fixed-income group, but also would make it more and more difficult for the monetary authority to control the price movements. Whereas, a large dose of created money may become a boon when there is depression, even a small addition to money supply may prove to be dangerous; when the prices have already been soaring very high during the last five years. Similarly, an economy with strategic controls on consumption and investment along with a very efficient administrative setup may be in a position to inject a large dose of additional money without creating a spurt in the prices. But an economy wedded to a democratic setup, without any system of controls at strategic points will not be able to avoid a further rise in the prices, even with small-sized deficit financing. The basic strategy required for the use of this delicate instrument is that the newly created money after furthering the investment activity, should either be siphoned back into Government coffers or should remain passive as hoarded wealth, or should go into the hands of that class of people who would save and invest it into productive channels. Only then, the demand for consumption goods would be minimised on the one hand and supply of goods would be maximised on the other. But a policy of transferring purchasing power from savers to spenders under the objective of creating a "socialistic pattern" increases the aggregate demand for consumption goods and thereby leads to a further rise in prices. Deficit financing and economic equality tend to become mutually inconsistent with each other at least in the short run and, especially in the underdeveloped countries where a transference of money from rich to the poor will always result in creating a preference for spending rather than saving on the part of the poor, (unless the poor are compulsorily made to save a sizeable portion of the additional money income). Given the objective of reducing disparities in income distribution even a small size of deficit financing is likely to become dangerous.

Adverse Factors

It is true that production base has been significantly widened in the last two plans and, therefore, the increased output capacity of the economy will soften the impact of deficit financing on prices. It is also true that food and agricultural production as also the production of consumer goods would receive more attention during the Third Plan. It is equally true that long-term arrangements have been made to import foodgrains from abroad to act as a buffer against domestic shortages. These factors would relieve a strain on the commodity market. At the same time, there are certain other factors which would add to the difficulties. Payment of interest and repayment of our short-term debts would mean a drain of a part of our national income. It is calculated that about 20 % of our earnings would not be available to buy imports, since that much amount would be required to service and repay our foreign debt obligations. Supply of goods in the domestic market would be less by that much amount. On the demand side there is a possibility of additional factors beginning to operate and add to difficulties. One of them is the disappearance of hoarding habit especially in the rural sector. With the growth of the economy and with

the change in the values of life, there is a possibility of increased demand for consumption goods through the operation of what is called Demonstration Effect. This happens when villagers get into a mood to spend rather than hoard, when they find their urban brethren spending and living a little better. In this case, the hoarded stock of money in the past will come out in the form of consumption expenditure, lift up the demand for goods and thereby prices. It is not only the newly created money but also the money created in the past and which has remained hoarded, that has to be taken into account while examining the impact of deficit financing.

Rapidly rising prices are by no means an index of economic progress. On the contrary, they tend to distort the pattern of production, divert funds into speculative channels, upset all calculations about costs of projects, lower the living standards of the people in the fixed income group, destroy their confidence in the mechanism of planning and thereby adversely affect the implementation of the plan itself. Deficit financing involves playing on high stakes, which the country can ill afford at present.

Communal basis for recruitment

Speaking in the Madras Legislative Council in 1925 with reference to communal representation in public service, the Government spokesman said "It is the duty of the Government to provide for the working of the administration ; and it is their duty to see that this is done as efficiently and as economically as possible, that there are no more posts than are required, that they are paid sufficiently to attract men of necessary qualifications and that each man gave full value in work for what he is paid. I venture to think that none of these requirements is compatible with a recruitment on a communal basis and still less with a promotion on a communal basis. We shall be failing in our duty to the tax-payer generally if we allowed considerations of caste to override entirely considerations of efficiency.

Leadership in Administration (UNICORN)

We often talk of leadership in different spheres of activity. We talk of leadership in politics ; we talk of leadership of specific movements ; we talk of leadership in education and we talk of leadership in social reforms or in economic innovations. Similarly, there is leadership in administration, but generally we do not talk so frequently about this leadership. This does not mean that there is no place for leadership in the sphere of administration. Leadership is as vital, there also as in other spheres. What is leadership? According to dictionary, it means "to precede" or "to direct in movement" or "to draw or direct by influence" or "to induce" or "tend to reach in a certain direction". "Leadership in other words is not where you are, but what you do with where you are." Leadership role has been described as the ability to guide and direct effectively the work of an organisation. Administrative leadership in a democratic society is made up of a number of qualities and qualifications. Administrative leadership is of two kinds, namely, external and internal. External leadership refers to an administrator's responsibility towards outside organisations and groups, such as the general public, the Legislature, non-official organisations, etc. The exercise of internal leadership refers to an administrator's responsibility in his own organisation.

There are certain definite characteristics that mark out an administrative leader. The first is what is called a sense of organisational relevance. This means that an administrator must know where he stands in his organisation. The successful administrative leader like the successful pilot, is the one who always takes account of what is above him, what is below him, what is on both sides of him and what is in front of him. He should have a sense of community—that is a sense of common purpose—which he must remember, he can realise only in cooperation with others. The most effective coordination of policy is not the result of any mechanical action, but the result of quiet leadership of men who have a sense of organisational relevance. Thus, an administrative leader must be able to see his organisation as a whole. Most administrators often find it difficult to visualise their departmental programmes as a part of a governmental programme. This is due to the fact that they get into the habit of concentrating upon administrative details of their own departments and consequently they are not able to see their organisations with reference to the larger set up of the government. Writers on administration has emphasized that the ability of an administrator to see his organisation as a whole and to see it in relation to other organisations in governmental setup is a matter of fundamental importance. Similarly, an administrative leader should be able to take quick discussions. To quote a recent author. "Indecision at the top soon drags down the entire organisation leading to confusion, inertia and low morale." Thirdly, administrative leader should be able to plan ahead. The temptation is there for one to confine himself exclusively to the daily routine of the department. These give him little time to plan ahead and should be avoided. The administrator should always have an eye on tomorrow. His official actions are bound to have an influence on the future and it is up to him to assess this influence and plan accordingly. He will have enough

time to plan ahead if he delegates part of his work to his subordinate. Frederick Lawton has written "that in order to keep his mind free over large matters and fresh enough to show an inventive turn in dealing with them, he should push down to lower levels, responsibility for final action where in the nature of things such responsibility can best be assumed." Of course, there are limitations in the matter of delegating authority. It is generally governed by the ability of the subordinates. If the subordinates are not capable, then delegation is unwise. Sometimes administrators also think that by delegating, they may lose their importance. It has to be emphasized that delegation is not inimical to leadership; on the other hand, leadership is strengthened by wise delegation. Again, an administrative leader should be able to command the loyalty of his subordinates. Millet has written, "Leadership is dependance—dependance upon the faithful performance of one's associates and subordinates! Loyalty can best be secured if both workers and management feel that they play an important and integral part in the accomplishment of the goals of the organisation."

It is also necessary for the administrative leader to have a measure of human warmth and understanding. An executive who pursues his action with a sense of self-righteousness not caring for the spirit or attitude of others associated with him, is likely to offend everyone he is concerned with. Skill in human relations, that is the capacity to induce rather than order consent, is a necessary quality for administrative leaders at all levels. The most important thing in an organisation is the people in it—how they work together, how they are lead and how they lead. This human aspect is often forgotten by the bulk of administrators. The third requisite of an administrative leader is enthusiasm. Enthusiasm is the motive power behind any work. The quality and quantity of work depends on the amount of this motive power. There are administrators who spend their working days manipulating as to how to avoid work. There are others who are lazy and are content with minimum work. There are yet others who do only the work assigned to them and nothing more. All these lack enthusiasm. And the man who has lost enthusiasm, has lost vision and courage. But enthusiasm is not enough. An administrative leader must be technically proficient. He must be thoroughly conversant with rules and procedures as well as with the broader and larger aspects of his subject. He can develop all these qualities if he has a genuine love for his job. This love must not be the result of financial rewards, but of a sense of dedication and service. It is said that the State of New York lists 2,700 different kinds of jobs in State employment. The rewards for most of these are intangible. But they are nonetheless real—educating the young—tendering the sick, abolishing the slums, building schools, protecting the safety of citizens, etc. All these are valuable services in the cause of the country and these should give a mental satisfaction far more solid than financial rewards. The recreation director or the educational officer or the social welfare worker may not sign peace treaties, but they do valuable work and make the survival of society possible. Leadership in administration is very essential if administration is to be efficient. "The idea that career administrators have no responsibility except to carry out someone else's wishes is a tragically negative concept.....The orders you want would not come unless you help to make them come."

Nature and Role of Bureaucracy

G. K. T.

It is wrong to think that bureaucracy is a contemporary development. It is as old as Governments. The origins of administrative art appeared in Egypt some thirty-three hundred years ago. The Nile as a trade route, attained vital importance and public regulations of the trade route was found necessary. This led to the organisation of a body of officials for the purpose. Later during the 12th century B. C., Ramses III established an assembly of officials to administer his possessions. Slaves were designated as tax collectors, watchmen of the harbour and overseers of canal facilities, etc. The ancient Chinese empires also possessed a vast bureaucracy. The political observations of Confucius included rules of public administration. According to him, an administrator should have among other things, impartiality and unselfishness. Next the Romans achieved the organisation of a systematic bureaucracy, which played a vital role in the declining years of the Republic. The role of bureaucracy continued to be vital down to modern times. As Weber insists, "It is obvious that the great modern State is absolutely dependent on a bureaucratic basis." Bureaucracy has been defined as the systematic organisation of tasks and individuals into a pattern which can most effectively achieve the ends of collective effort. It differs from nation to nation and reflects the peculiar values, customs, political ideals and institutions of the society it administers. All the same, there are some common characteristics. Expert knowledge is one of the strong points of bureaucracy all over the world. "Specialisation must be mentioned as an important condition of bureaucracy." The expert knowledge and special skill are the trump card of the bureaucrat. He is respected because of that. He is useful to the State on account of that. Another characteristic is his adherence to the rule of Law. The essence of this rule of Law is that administrative actions affecting individual rights, must be governed by established precedents and legal sanctions, rather than arbitrary personal discretion.

In view of his expert knowledge, the bureaucrat has always a sense of his own importance. He is generally important looking and serious. He has not the hail-fellow well met attitude of the commercial man. He is always concerned with precedents, rules and regulations and this has tended to develop in him an attitude of inflexibility. He is therefore averse to change and is also impersonal in his action. This impersonality is one of his weakest points. He forgets often the human aspects of things. Precedents, rules and regulations tend to cloud his vision and induce a mechanical attitude in him. Then again having been in a key position, he develops a lust for power. He wants to grab more and more authority and make himself indispensable. He also seeks to achieve this by multiplying work. This multiplication of work not only gives him added importance but also enables him to increase the number of his subordinates. It has been said that a bureaucrat does not like to create jobs of equals but only jobs of subordinates. Then only he can keep his position intact. Creation of jobs

of equals may lead to personal rivalries and conflicts in the matter of jurisdictions. The lust for power is one of the gravest charges laid at the door of bureaucracy. Under colonial regime, he was very unpopular. But with the advent of parliamentary democracy in many countries, he is called upon to play a different role shedding some of his unpopular features.

In a welfare State, he has in the first place to be human. His motto should be service and not power. In the colonial regime, he acquired more and more power through his expert knowledge; now through his expert knowledge, he has to make himself more useful to the people. It is not power that gives him importance now but the quality and the spirit of his service. Secondly, he has to offer his wholehearted cooperation to his political masters. No doubt he is not concerned with the laying down of policies but only with their implementation. All the same, he can vitally influence the formulation of policies through his expert knowledge and long experience. "Although democratic political theory holds that policy determination is a function of the elected representative branches of our Government, it is now abundantly clear that the appointed bureaucracy by virtue of its expertise and knowledge of operational problems has assumed a large share in policy determination." It must, however, be said that the co-operation of the bureaucracy with the Political Executive is primarily conditioned by the attitude and outlook of the Political Executive made up of Ministers. In countries which have become newly independent, there is the tendency on the part of Ministers to look askance at civil servants, especially those who are independent and forthright. It is common knowledge that this attitude on the part of Ministers has done much havoc to the cause of administrative efficiency. The cordial relations between the bureaucracy and the Ministers is the foundation for the success of a democratic form of administration.

Blinking facts

It is as fatal as it is cowardly to blink facts because they are not to our taste.

J. TYNDALL

An Administrator speaks*

In his short but illuminating autobiography written in simple and racy language Dr R.P. Paranjpye has looked back to a period of more than six decades during which he played a notable role in the stage of history as an administrator, educationist, legislator and diplomat. He has expressed his views on a number of things with engaging candour and though some of them may not be palatable, they nevertheless, provoke thoughtful reflection. He was a liberal in outlook and at a time when social reform was an anathema, he championed its cause without fear or favour. His views on non-cooperation as a political technique are refreshingly frank. He writes, "I have never supported non-cooperation as a general technique in political matters. It has always seemed to me that while such a policy might sometimes appear to be momentarily successful, its ultimate effect on the national character was bound to be harmful.....The after-effects of the policy of non-cooperation and the general attitude of the people towards such agitation are likely to continue for many a long year to the detriment of sound political progress. The people accustomed to employing the technique of non-cooperation against the British Government have not given up the technique in relation to the present Government though it is their own; and the years after Independence have been marked by continual agitation in which methods other than democratic have been followed. Strikes, fasts, demonstrations, *morchas*, walkouts, etc., have been resorted to on the slightest provocation. Discipline in the student world has steadily deteriorated as the result of encouragement from the leaders of the struggle. In respect of every sectional grievances, real or fancied, people are inclined to employ such methods making peaceful administration difficult. Dr. Paranjpye pays a tribute to the civil servants of those days. He says: "I must at the same time frankly admit that generally the European Secretaries to Government in my departments, loyally carried out decisions once they had been taken, though they did forcibly press their own point of view during the process of decision making. There was no attempt to wriggle out of them by indirect or underhand methods as I am told some Indian officers do at present. *Whatever we may say of the defects of the so-called steel frame, we have to learn from it this lesson of loyalty to one's work.*" He has also incidentally commented on the general fall in the average standard of legislatures in India since Independence and observes: "This is not intended as a reflection on the system of elections, but is a mere expression of widely accepted facts and it would be to the advantage of public life in the country, if some means were devised by which character and intellectual capacity could be reconciled with popular support at elections." In education, he has stressed the important role of the teachers. "There is no doubt, he says that a contented and efficient body of primary teachers who wield such great influence

* 64 not out by Dr. R. P. Paranjpye, published by the National Book Trust—Rs. 1-75.

in the rural parts of the country is one of the essential requisites of a good and progressive Government. At the same time, he emphasized the duty of teachers to cultivate high intellectual and moral standards so that they could provide a good example to the children and the people with whom they came into contact."

Similar views on men and matters are widely interspersed all over the book which also incidentally provide interesting glimpses into the history of the period preceding Independence. Dr. Paranjpye belongs to a generation of giants which is almost vanishing, but the example of patriotism, sacrifice and objectivity set by them are worthy of emulation. Such emulation alone can keep the progress of our country on an even-keel—K.

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Past Five o'clock

ROVER

Some public servants are time-minded. They always look to the clock and do the work. If the office hours are past then there is no question of doing any more work. Recently ROVER came across an instance. A citizen rang up an office to tell them that he had not been getting the services usually provided by the Department. He rang up the officer concerned. The officer took up the receiver but before the citizen completed what he had to say he laid down the receiver all on a sudden. The citizen did not, however, give in. He again rang up the office. The receptionist told him that it was five minutes past five o'clock and the officer therefore could not take official notice of what he had said. Yes, the officer was right. He was not paid for attending to office work after 5 o'clock. It is nonsense to say that a public servant is a public servant for 24 hours of the day. He is a public servant only from 10 o'clock to 5 o'clock. Before and after office hours, he has to forget everything about his office. Heavens may fall down, but he has to be very rigid about office hours. He has to take care of himself first. He cannot spend himself by over-working. After all, he has seen several people who have worked less going over his head. Some have gone up and up and that not through hard work. If people can achieve official advancement without hard work, why should he work? He must put in minimum efforts and achieve maximum advancement. This is a policy that pays. In this case, the poor citizen of the welfare State had to wait till 10 o'clock next day to seek remedy for his grievance.

Some people say that public servants became time-minded only after the advent of Independence. This may be largely true. During the British days, public servants might have worked till late in the evening or on holidays. Yes, they had to do that because their bosses remained in the office till late in the evening. How can they leave the office when the bosses remained in the office? Nowadays, bosses are only waiting for the clock to strike five to get out. Even if the bosses remain, the subordinates are at liberty to get out when the office time is over. These are days of fundamental rights and it is their fundamental right to keep to time. There is no question of bosses reporting against them. Even if they report little may come out of such reporting. This is our Government and it is not difficult to influence our Government. Such reasoning as is indicated above, is common among public servants at the present day. This is the result of a wrong outlook. And so long as such an outlook persists, our achieving the welfare State seems a remote proposition.

Democracy in Administration

M. G.

"A high level performance in the public service requires an administrative environment where courage, honesty and dignity are assumed to be the common rule and aspiration among mature men and women and where a tough and persistent faith in one's fellowmen will survive the consequences of mistakes, disputes and even the perfidies of the occasional renegade or the cheap tasteless character. A high level of performance also requires a system which pushes responsibility and delegation into the smallest working unit and sets up measures by which the public can hold the agency accountable for results. These arrangements are indispensable in public administration in a democracy and in building democratic methods into public administration."

G. R. CLAPP

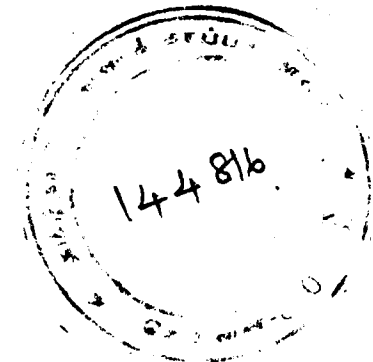
Of late writers have been laying increasing stress on the importance of building democratic practices in administration functioning under the framework of Parliamentary Democracy. The view has been emphasized that in order to secure a cent per cent efficiency in public administration, it is essential that democratic practices are followed in the implementation of administrative policies and programmes. Democracy is something more than a form or type of Government. It is a way of life. Its goal is the maximum development of the individual citizen to the fullest extent possible and its method is the maximum participation of the individual in all decisions which affect him. The goal and method mentioned above are fundamental to democratic administration. From the time of Aristotle, the goal of democracy has been the realisation of good life. This was the fundamental objective of the city States of old. The realisation of good life is possible only when people are enabled to develop their potentialities to the fullest limit. This cannot be achieved without full liberty for the individual. Liberty is thus the principle of democracy. In democratic administration, this respect for the liberty and dignity of the individual must not be restricted to members of the general public, but also to the personnel of an organisation. In the Police State or for that matter in any totalitarian organisation, persons who work in it are looked upon as mere cogs in a vast machine. In the words of Sheldon, the personnel of an organisation is not an intricate maze of mechanical devices but a magnified nervous system. The relegation of this human aspect to the background has in the past led much to sap the initiative of employees, dampen their enthusiasm and had thrown cold water on their spirit of enterprise. Such an outlook is especially detrimental to administrative efficiency in a welfare State, because the heavy responsibilities of a welfare State can be successfully discharged only if public servants put out their best. And they will put out their best only when they are treated with dignity and their full development is allowed.

It is here that the importance of merit as a basis for official advancement comes in. Where merit has been the sole consideration

for official encouragement, there efficiency has flourished in an unfettered manner. Generally, the claims of merit becomes obscured only when political considerations intrude upon the field of public administration. In this connection, a passage from the T.V.A. Act of U.S.A. may be quoted as throwing more light on this point. "In the appointment of officials and selection of employees for said corporation and in the promotion of any such employees or officials, no political test or qualification shall be permitted or given consideration, but all such appointments and promotions shall be given and made on the basis of merit and efficiency. Any member of the said Board who is found by the President of the United States to be guilty of a violation of this section, shall be removed from office by the President of the United States...." It is also equally important in a democratic administration that decisions are taken only in consultation with people who are affected by them. The scheme of democratic decentralisation in India is founded on this principle. The principle also applies to matters of day-to-day administration in an organisation. According to H. L. Case, if employees are consulted in deciding things, then "it gives an added sense of reality meaningfulness and responsibility, both to the employees and to the top management." Speaking about T.V.A., it is observed: "..... the machinery exists and to a large extent is being effectively used whereby supervisors and employees do participate in the administrative decisions which vitally concern them in their working lives. This ought to be one of the first if not the first objective of personnel administration. It is the democratic idea applied to administration."

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Conferences

It is important in a conference that everyone be given an opportunity to talk at length that ideas expressed be listened to with tolerance by all.

W. S. GIFFORD

Education in a Welfare State*

Speaking as early as 1954, Dr. A. L. Mudaliar, Vice-Chancellor of Madras University, observed : "..... I hold to the fundamental principle that in all educational matters, the State should be concerned only with the administrative policy and the academic policy should be left entirely to the responsibility of not only educationalists, but of experts in the field..... I see grave danger in political parties trying, though with the best of intentions, to lay down policies in education. Governments may change. The vagaries of the ballot box are not within our control except to the extent that unscrupulous elements may control them. Therefore, if education is to be made the handmaid of the political party in power, I see a grave danger for the future education in this country." The same view is expressed by Mr. D. S. Gordon, in the book before us. He observes : "There is a danger of education passing from the control of educationalists into the hands of politicians who may not have the necessary equipment to guide education aright, but who may yet have the power to enforce their will on others." These well meant warnings need to be taken note of by every politician in this country. The complaint is widespread regarding political interference in the field of education. This is fraught with danger. Education is of two kinds : formal and informal. Under informal comes the home and the priesthood or religious organisations and under the former comes the school. The education system has always been governed by the objectives of the State. In ancient China, the examination system was the central feature of Chinese education. The Chinese system centred round the study of Chinese history and Chinese classics. In ancient Greece, Socrates, Plato and Aristotle lead in the sphere of education. The greatest contribution of Socrates was to help humanity to clearer thinking. Plato, the greatest disciple of Socrates, set forth what he conceived to be to the ideal society in his book entitled the 'Republic'. He assumed that education was only for free men and not for slaves who did manual work for the community. Aristotle's ideals on education were similarly circumscribed by the conditions of his times. He also held that slaves were not entitled to education. According to him, women occupied a lower position and they were also to be denied education. Conditions in ancient India were, however, different. The Brahmanical system of education prevailed then. According to it, a student remained in the teacher's house as a member of his household, until his education was completed. Strict obedience was enjoined. The teacher did not pursue his vocation for profit or for livelihood. He did so because he considered it his *Dharma*. During the Muslim period, more attention was paid to the aesthetic aspects of education. The Muslim rulers encouraged architecture, music, painting and other fine arts. The teacher was expected to do his work conscientiously and not merely try to please the parents by false words as to their son's progress in the school. Arabic was the language of the Muslim religion and its teaching was enforced.

With the advent of the British, the educational system of the country was radically transformed. Their immediate object was to get

* Principles and practice of Education by D. S. Gordon. Published by the Christian Literature Society, Madras, second Edition.

enough people who know English to man the administration of the country and this aim coloured their educational policy. There is nothing new in this, for from the hoary past, the State moulded the education system. In ancient Sparta, the State was surrounded by enemies, hence Spartan education was essentially a preparation of a life of military duties. Similarly, the main traits of the ancient Roman character were intense patriotism, love of military life, respect for law and orderly administration of conquered people. These traits governed their educational system. During the British period in India, very little was done to improve education until 1833. A landmark in the history of education was Mr. Wood's despatch of 1894. This among other things, laid stress on primary education. The next landmark is Hunter Commission report which recommended further expansion of primary education and the devolution of responsibility for education on local bodies. In 1911, Gokhale introduced his famous elementary education Bill and in 1919, education became a transferred subject. Since then, until the dawn of Independence, the progress of education in this country was very slow and lopsided, more attention being given to secondary education than primary education.

The subjects of education assumed supreme importance after the inauguration of the Parliamentary form of Government. The main aims of education are : (1) Livelihood ; (2) acquisition of knowledge ; (3) social efficiency ; (4) development of character ; (5) cultivation of a balanced personality and (6) mutual self-help and co-operation. These aims are well kept in view but the education system has been influenced by political considerations since Independence. It is here that the words quoted in the beginning of this article has to be remembered. The education system is still in the melting pot and a sound system has to be evolved in the larger interest of the country. One of the saddest things in the sphere of education in this country is the prevailing indiscipline among the student population. This has been attributed to the decline and status of the teacher. In ancient times, it is said that the rod was in the hands of the teacher ; but the tables have been turned now and the rod is now in the hands of the pupils. The teachers have therefore to be restored to their proper place. Teachers also have lost many of their virtues which their counterparts possessed in ancient times. A good teacher can have great personal influence over his pupils. His outlook on life, his politeness and courtesy, his general good behaviour and his ability, can have a salutary influence on the pupils. The atmosphere in the school has also to be improved. The habit of self-help, mutual help, cooperation, team spirit, have to be developed. These are particularly useful in the context of a welfare State. All these can be achieved easily if the educational system is kept above party politics.

More light is thrown on the different aspects of education in the book under review. The book is divided into two parts ; the first dealing with principles and the second with practices. Though the book deals mainly with the technical aspects of education, it will amply repay perusal, both by the politician and the civil servant. It places the problems of education in the right perspective—K.

Administrative Glimpses

Public Service Board in Australia

The Public Service Board in Australia takes the place of the Public Service Commission in India. It was brought into being in 1922. The Board has been entrusted with wide powers and responsibilities. These cover not only matters relating directly to personnel, but extend to broader matters of administration. Any increase in departmental establishment, revision of classification and changes in organisation, have first to be investigated by the Board. Investigations are also conducted to improve departmental efficiency, although the Board does not have the statutory authority to enforce its recommendations. The Board is much more than a central personnel agency; it is a major authority controlling administration. By means of the usual safeguards of definite tenure and protected salary, the Board occupies a status independent of political control and on occasions, it has used its freedom to call attention to irregularities and administrative policies with which the Board is in disagreement. An important limitation of the Board's jurisdiction is the Public Service Arbitrator, who settles disputes and registers agreements between the numerous staff associations and the Public Service Board. There are various methods of promotion. They include: (1) Promotions by competitive or qualifying examinations; (2) promotions from a list of eligibles restricted to officers possessing particular qualifications; (3) promotions determined solely by the personal discretion of the promoting authority. The Public Service Act defined efficiency as meaning special qualification and aptitude for the discharge of duties of the office to be filled together with merit, diligence and good conduct. Final responsibility for promotion was not, however, entrusted to permanent heads. All promotions were to be provisional, subject to appeal to the Service Board.

The Challenge of our times

What is the challenge of our times, asks Mr. G. M. Leader (U.S.A.) and answers as follows: It is the ill-housed, the ill-clothed, the ill-fed—not only in this country, but throughout the world. It is the sick and the lame and the halt. It is economic crises and their resulting poverty. It is political slavery. It is fear and distrust among peoples. It is war that will destroy civilization. Most important of all, it is the degradation of human life and the loss of human dignity that are the inevitable products of these conditions. What is the challenge of our times? It is the discovering the values and ideals common to all the peoples of the world upon which we can hope to build a just and lasting peace. It is finding the proper balance between liberty and authority. It is achieving security in a fear-ridden world while fulfilling our social and economic needs at the same time. It is inspiring politically enslaved people to seek liberty and not helping them find the means to do so. It is overcoming the administrative difficulties

stemming from the growing complexity of Government. What is the challenge of our times? It is developing the diverse professional, technical and administrative SKILLS required for adequate and efficient Government. It is making our public service even more sensitive and responsive to the needs and wishes of our citizens. It is achieving the vision, needed to transcend the difficulties of the present, and to build, upon the values of the past, a new and better way of life, not only for ourselves, but for all peoples of the world. It is discovering and cultivating the superior intelligence, ability and leadership that Government desperately needs.

(Continued from page 41)

As regards Sriniketan, it placed accent on education. Adult education is a solvent of many evils and they encouraged adult education both for men and women. Secondly, they spread the gospel of cooperation. Cooperation is the salvation of rural India. It alone can help them to improve their standards. Thirdly, the employment of scouts for village welfare work was a pioneer effort. It propagated the spirit of service in the village. Fourthly, the organisation of community centres in villages was an exemplary lead. A community centre provided a common forum for people to meet. It tended to promote social harmony and team spirit.

Forget the almighty dollar and think in terms of the people.

Rambles in Officialdom

(CANDIDUS)

XIV

Transfers

In one of the metropolitan cities of Bharatania, a Panjandrum had a chum in the business circles who, unlike himself, was rooted to the place. The latter one day heard that his friend, the Panjandrum, was transferred—from some one who could not give full details. He rushed to the Panjandrum's office during the lunch hours to wish him Bon Voyage and Godspeed. The Panjandrum was in his circle as usual, and greeted his friend, as only a Panjandrum could do, as soon as the latter entered.

"Peppy, I heard that you have been transferred," the friend said after taking his seat.

"Yep, for the last three days," snapped the Panjandrum with a Yankee accent.

"You never told me! Now, when are you leaving?" he enquired breezily.

"Leaving! Leaving what or from where?" demanded Peppy.

"Leaving this place on transfer, I mean," the friend put in.

"My dear fellow, I have already joined my new post," Peppy said with a wink and a chuckle.

"Do not pull my leg. You have not vacated your office yet; why, you are even in the same room and on the same chair," said the friend.

"That is it" retorted the Panjandrum, "It is a case of mountain coming to Mahomet and not Mahomet going to the mountain. Well, the transfer came to me, and I have taken it." So saying, he pointed his friend's attention to his name-board outside and asked him if he could see any change. Surely the change was there, not in the name of course, but in the designation. Quick as a flash, the truth dawned in the mind of the businessman, who perceived that a Panjandrum—and only a Panjandrum, mind it—in the officialdom of Bharatania could be transferred to another post, if he is lucky or plucky enough and pulls the strings properly, to the same place. In which case he can even remain in the same room and even on the same chair! Only a new set of Class IIs, Class IIIs, and Class IVs went in and out of his room now, carrying his orders!—And a new name-board is there!

The thought of it took the friend to his college days, when he and Peppy acted together in Shakespeare's, "The Midsummer Night's Dream", himself as Queen Titania and Peppy as Bottom, the clown. He had laid his arms round Peppy's neck and slept a few winks, a stage-sleep no doubt; he had opened his eyes and found a new head on Peppy's shoulders and declared with approving admiration (as the new head was that of an ass)—"Bottom, you are translated!" He wished, he cry again in somewhat of a similar fashion "Peppy, you are transferrated!"

Lest you might confuse things by your ignorance of the ways of officialdom, Candidus wants to enlighten you that a "posting" is not exactly a "transfer", though sometimes it might be so. A posting is just a matter of tying you to some official post—figuratively to be sure—and it might be after your leave or your training; and posting includes all changes, promotions, and "lending" of your services to any other department and things like that. But a transfer is a point-to-point change in the same level. The idea of a transfer is to give the officer concerned a change—a change for the better or the worse, a change justified by the circumstances or not, and a change whether he likes it or not; and is ruled by more than one consideration. It might be a mere matter of the "Exigencies of Service," often used in a mysterious sense, but understandable enough when the "incumbent" had to be relieved for personal reasons. A transfer may also be caused to any secretarial post, when there is a change of the Minister who may choose his own man and one in whom he has his confidence. There is also what is called "Rotational Transfer" to which we shall come presently. A certain forward type of administration used to issue its "official lists of postings" every month, transferring all the officials regularly and frequently, perhaps to keep them brisk—reminding one of a famous general who always kept his armies in the march, war nor no war. A transfer can also be an indirect form of punishment when the station concerned is in an unhealthy and remote locality, if you incur the displeasure of the Panjandrum and when nothing worse could be done by him. It is only rarely that one meets with a transfer of one at his own request (and expense); as well as the case of "mutual transfer" between two individual officers. It is also to be noted in this connection that the transfer of the Panjandrum is a result of wangling, pure and simple, and not a settled affair, once the ball is set rolling. The Panjandrum with the bigger pull naturally gets what he wants and the others have to be satisfied with the remnants. In the final analysis, no transfer can be questioned or fought out on the merits of the case as there is an all-embracing phrase in officialdom—"in the interests of service"; and the supreme judge of this "interests of service" is the Panjandrum ordering the transfer!

A 'Rotational Transfer' is based on the proverb that "The rolling stone gathers no moss"—whether the ground on which it rolls is mossy or not, not to speak of the type of stone itself! As a general rule, it is assumed that any executive officer in a station acquires a 'local influence' in his area by virtue of his position in a period of three or four years; and to avoid his misusing this local influence to his own personal ends, he is transferred out of same. But as the number of posts and the number of officers is—or truly was—limited an officer coming back to the post after some years could not be avoided, and so this kind of transfer was called "Rotational". In another sense since a number of officers were disturbed at periodical intervals causing a cycle of changes the phrase is also apt. Since the rotation is *vis-a-vis*, the officers and the posts, and not necessarily the stations, it is just possible that an officer of a pushing nature can sometimes remain in the same station and be changing in his posts, particularly if it is a big station.

with a number of posts. In that case how he loses his local influence is itself a question.

There was a time when a transfer used to be a pleasant experience with the bright prospect of seeing new places and new faces at Government expense. But with the problems associated with such a change having been aggravated now in present-day conditions—like education of children, accommodation and such like matters—one would prefer no transfer, or at least a transfer not too far. However, a transfer being a “condition of service” in Government unlike service in the private sector, it cannot be avoided. There once remained a rule in the manual that “No appeal lies against a transfer, which is a condition of service, but an appeal can lie against frequent transfers” in spite of the mysterious saving phrase of “the interest of service”. A wise Panjandrum was careful enough to delete this rule in a later printed edition of the manual. There was a classic case of an unwanted officer who was always on transfer, as a fresh order of transfer would be issued during his “joining time” and kept ready for him as soon as he reached the station!

(Continued from page 42)

organisation. When subordinates realise that superiors have confidence in them, they tend to develop more constructive attitudes towards the organisation and their work.

DAVY

The Superior and the Subordinate

An administrator in dealing with his staff is concerned about human relations for three reasons: The first is that only those organisations which appreciate the dignity of the individual worker can adopt a similar attitude to the public. Secondly, good human relations would enable the employees to make the maximum contribution towards the objectives of the organisation. Thirdly, proper human relations will tend to minimise disharmony or rift or tension within the organisation.

Lessons in Community Development

KURIANSON

Lesson 7

Rural Experiments

Q. You have mentioned about three experiments during the British period. Can you just tell me what was their general impact on the rural problem?

A. As I told you, these isolated efforts could not do much even to make a scratch on the rural problem. They are valuable only as pioneer efforts. Their significance lies partly in the fact that they led the way for similar efforts later.

Q. I do not think the sponsors of these experiments followed the same line of action. They do not appear to have followed a uniform or standardised procedure in tackling the rural problem. They seem to have laid stress on different aspects of the same problem. Am I right?

A. Yes, you are right to some extent. These experiments were conducted in different parts of India and you cannot have a standardised procedure. India, as you know, is not only a country, but also a continent. Conditions vary with each area or region. So different methods have to be adopted and different objectives have to be stressed.

Q. What were the goals which these experiments aimed at?

A. As regards the Gurgaon experiment, it emphasised agricultural production. Agriculture is the basic industry and if production is improved, then more money may come into the hands of the rural folk. More money means more prosperity and more prosperity is basic to improvement in other directions. Once he has extra economic strength, he gets more self-confidence and with more self-confidence, he is prompted to take more efforts to improve his condition in other directions. Secondly, the experiment emphasised the role of women in rural uplift work. Thirdly, it sought to inculcate among the people the importance of sanitation, because rural health primarily depends on rural sanitation. Above all, it realised the need for guidance for the rural folk and instituted the Guide System.

The Marthandam experiment succeeded because of good leadership. The experiment was done under missionary auspices and naturally therefore, the leadership was enthusiastic, zealous and painstaking. This had a healthy effect on the people. As a result, the entire community cooperated. Secondly, the attack on the rural problem was more comprehensive. Thirdly, it laid stress on cottage industries as a means of supplementing the slender income of the rural folk. More important than all these, it inculcated the value of self-help. This is basic to the success of any rural experiment. Without self-help, no permanent improvement is possible in any village.

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For an Administrator's note-book

Education for Administrators

If administrators are expected and required to play a more positive and creative role in the initiation of policies for the Legislature, it necessarily follows that they have the obligation of continued study and education. This does not mean study and education in the narrow sense of preoccupation with particular concern of the organisation he heads, but rather a more liberal orientation which will enable him to understand better the entire programme of the agency as well as to have a more accurate comprehension of the agency role with the total services provided by the Government. There is always the danger that any agency head will be tempted to view its mandate in the narrow perspective of its immediate tasks. If this happens, the public official may become progressively absorbed in his own work and may find it increasingly difficult to be aware of the broader goals of public effort.

BENT

Ethical Obligation of Administrators

Infinitely more important than compelling administrative officials to live up to minutely defined requirements of control is the acceptance of an ethical obligation to account to themselves and to the public for the public character of their actions.

MARK

Democratic Management

It can be said that management of an office is democratic if three conditions are satisfied. These conditions are : (1) The subordinates must be convinced that the objectives of the organisation are desirable. (2) There should be an appreciation that the goals of the organisation can best be accomplished through cooperation. (3) The employees should be consulted on the choice of methods taken to reach the goals.

ANON

Delegation of Authority

Despite difficulties, however, both for his own wellbeing and for the effectiveness of his organisation, the administrator must make a conscious effort to delegate functions to the greatest extent possible. The more he concerns himself with details, the less able is he to perform at the high administrative policy level required for the proper discharge of his responsibilities. Delegation tends to tone up the

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