

THE¹²⁰ NEW ADMINISTRATOR



Vol. III No. 10

AUGUST 1961

Price Re 1

Annual
Subscription
Rs. 12

For
QUALITY RAYON YARN
 &
TRAYONS
TRAYOPHANE
 (TRANSPARENT CELLULOSE FILM)



The Travancore Rayons Limited

(INDIA'S PIONEER MANUFACTURERS OF RAYON YARN & TRANSPARENT CELLULOSE FILM)

FACTORY:

RAYONPURAM P.O. Kerala State

SALES OFFICE:

150-A, Mount Road
 MADRAS 2

MANAGING AGENTS:

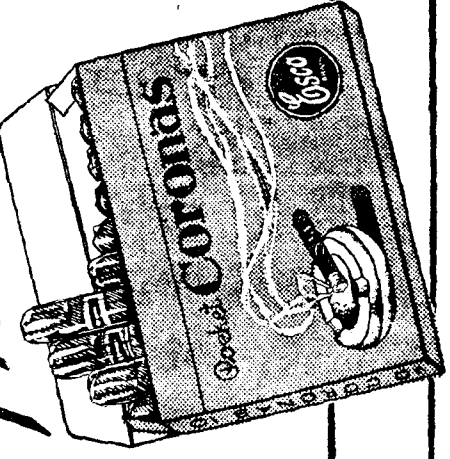
EMCETE & SONS (TRAVANCORE) PRIVATE LTD

CONTENTS

	PAGE
1. COMMUNITY DEVELOPMENT	1
2. NEWS AND NOTES	3
3. TRENDS IN ADMINISTRATION	7
4. THE FRUITS OF DEMOCRACY	16
5. HOW TO RUN YOUR OFFICE EFFICIENTLY ...	20
6. TOWARDS BETTER DISTRICT ADMINISTRATION.	22
7. GOVERNMENT AND BUREAUCRACY	24
8. ADMINISTRATION AND POLITICS	26
9. PATRONAGE IN PUBLIC SERVICE	28
10. AGRICULTURE IN INDIA	30
11. RAMBLES IN OFFICIALDOM	32
12. LESSONS IN COMMUNITY DEVELOPMENT ...	34
13. FOR AN ADMINISTRATOR'S NOTE-BOOK ...	36

144 817

Presenting



Spencer's
Pocket Coronas

A small cigar made of the choicest tobaccos, specially designed to introduce cigarette smokers to the delights a cigar alone can afford.

SPENCER & CO. LTD.
MADRAS & BRANCHES

The New Administrator

PANCHAVADY, MADRAS 31 ²⁰

A monthly journal devoted to administration.
Contains rich fare for all classes of public servants.

MAIN FEATURES

1. Topical articles on administration
2. Lessons for Community Development Personnel
3. Hints regarding office routine and procedure
4. Notes on Organisation and Methods
5. Administrative news both Indian and foreign

Our personal library scheme—a unique blessing
for public servants.

For particulars apply to

**The Secretary, New Administrator,
Panchavady, Madras 31.**

For Immediate Attention of Subscribers

The management regrets that subscribers are not prompt in the payment of subscriptions. Our normal procedure is that the bill for the subscription is sent along with the first copy in the case of new subscribers and in the case of old subscribers the bill is sent soon after the renewal date. We usually expect the settlement of the bill in a fortnight. But actually in a number of cases it takes not only months but years for the remittance of the subscription. And this after a prolonged correspondence involving waste of time and money.

With the launching of the Third Plan we propose widening the scope of the journal. The least the subscribers can do to assist our efforts is to remit their subscriptions promptly. All those who are in arrears are requested to remit their subscriptions immediately.

MANAGER

THE NEW ADMINISTRATOR

Vol. III

AUGUST 1961

No. 10

COMMUNITY DEVELOPMENT

Ever since the inauguration of Community Development programme there has been a number of evaluation reports, appraisals and fact finding investigations. But unfortunately few of them are pleasant reading. One of the latest is two case studies conducted by the Annamalai and Venkateswara Universities in the States of Madras and Andhra respectively. Some of the disturbing trends and deficiencies disclosed in the studies are by no means confined to these two States alone but are also found elsewhere, and it is necessary that they should be tackled on an all-India basis. One of the more serious drawbacks revealed in the studies is the difficulty of getting the right type of people as Development officers and village level workers. It is pointed out that at present most of the gram sevaks are city dwellers who have taken up this work because they can find nothing better. They have little or no practical knowledge about rural affairs and have no faith in the dignity of labour. The same is the case mostly with Development officers also. This is a major handicap. It may be recalled that one of the reasons why rural uplift was not tackled on an organised scale during the British period was the lack of public servants with the proper outlook to carry out uplift work in an efficient manner. Of course those were the days of the police State and it was too much to expect a sense of dedication in public servants. The position is not however better even after Independence. Now careerism is abroad and the bulk of public servants seek official advancement with minimum efforts. They have no sense of service; no spirit of dedication, no faith in hard work. Few have experience and a less number have a desire to improve their efficiency by self-education. Self-education says a recent writer is the best education. Even when some of the State Governments have asked them to purchase journals and books they are far from having any inclination to avail themselves of this facility. They have no reading habit nor are they interested in cultivating the intellect as a means of improving their efficiency in order to do better service. Apart from these, many of them lack elementary knowledge of office routine and procedure.

The study mentions other deficiencies also. One is the mal-adjustment between the technical and administrative staff at the block level. Often there is bad blood and rivalry between the two and it needs extraordinary tact, foresight and administrative experience on the part of Block Development officers to make the staff work as a single team. Constant transfers of Block officers is another handicap. Mistaken priorities often hold up progress. For instance cement which is badly needed for tanks, wells and irrigation canals is lavishly used for making roads. Voluntary labour is also lacking in many places because the right type of leadership is wanting in rural areas which only can fully harness idle labour to constructive purposes. It has been suggested in conclusion that the only way of improving things is to bring better qualified people to work out the C. D. programmes.

The importance of streamlining the administrative machinery of C. D. programme cannot be over-emphasised. More than seventy per cent of our population reside in the rural areas and the only way of improving their condition is through the implementation of the C. D. programme. No doubt this fact has been realised by many in responsible quarters but as yet evidences of concrete efforts to bring more steam into the C. D. movement are lacking. There has been too much talk, too much exhortation, and too much shouting from housetops, but little action.

It is not feasible to replace all unsuitable men by others. This will involve practical difficulties. We have also to remember that the supply of experienced people is limited. What has to be done therefore is to enable Block Development personnel to improve their equipment. We have stressed this point more than once in these columns. It is not only a question of providing facilities but also a question of ensuring that the facilities provided are availed of. The tendency of Block Development personnel is to do the daily grinding and stop with it. Modern administrators have an obligation of continued study and education, if they are to do their duty properly. This should be dinned into their ears. State Governments cannot afford to turn a blind eye to this aspect of matter under pretext of giving freedom of action to officers. It is their duty to see that officers are made fit in spite of the unwillingness of officers.

When Development personnel are spick and span then every other drawback will disappear automatically. Public co-operation will be forthcoming, voluntary labour will become available and right rural leadership will emerge. It is important that in the matter of energising the C. D. movement there should be greater collaboration between the Central and State Governments. Concerted action is urgently called for in this matter.

News and Notes

Settling Educated Unemployed

An experiment in solving the problem of educated unemployed is under way at the Work-cum-Oriented Centre at Kalyani, about 35 miles east of Calcutta in West Bengal. The Work-cum-Oriented Centre was set up at Kalyani in 1958 to tackle the problem of educated unemployed in West Bengal. There are about 1,25,000 educated unemployed persons in the State, according to statistics maintained by Employment Exchanges. Of this number, about 67 per cent are matriculates, 21 per cent intermediates, and 12 per cent graduates. It is estimated that not more than 30 per cent of this group have any technical or professional qualifications and another 20 per cent have no job experience. So about 62,000 educated unemployed persons, who are for practical purposes freshers, are yet to be settled in life. To increase the employability and capacity of educated unemployed persons for self-employment, a six-month training in different trades is imparted to the youngmen who are admitted to the centre. The course including training in woodcraft; building and mason work including brick manufacture; light mechanics such as repair of cycles, stoves, petromax, sewing machines, repair of household electrical appliances including writing and battery charging; manufacture of storage batteries, sheet metal and gas welding. Training in community living, disciplined corporate life and Shramdan inculcates in them dignity of labour. One hundred and fifty candidates are admitted in each course. Among the qualifications laid down for admission to the Centre are, first, a candidate must be unemployed for at least two years, and secondly, he must be between 18 and 30 years of age. Further, he

must have passed the matriculation examination, but must not be a graduate. During the period of training, each trainee gets a scholarship of Rs. 40 per month. Since the inception of the Centre, 702 young men have passed out in five batches in different trades. According to a survey conducted by the Centre, it has been found that 38 per cent of the boys, who passed out of the Centre, are now engaged in co-operatives, 18 per cent in miscellaneous jobs, 12 per cent go for further training in different trades, and 5 per cent serve as apprentices in various fields. Twenty-five per cent are either under-employed or unemployed. The formation of seven co-operative societies by the passed-out trainees may not be anything in terms of money or membership. But it symbolises a new spirit of adventure among the young men who have suffered a prolonged period of unemployment and frustrations shattering their morale. With a capital outlay of over Rs. 15,000, and with a membership of about 238, the seven co-operatives deal with manufacture of sheet metal articles, production of batteries, bricks, furniture, repair and installation work, and multi-purpose agricultural activities.

Co-ordination in Productivity

Machines and technology may contribute to increased productivity, but the ultimate factor that spells success in a productive system depends on the co-ordinated efforts of the worker and the employer. This view was expressed by Mr. Robert L. Walkinshaw, Labour Division Chief of the U.S. Technical Co-operation Mission to India, at a two-day seminar held under the auspices of the Madras Productivity Council recently. Top management representatives and trade

3L
Y2, 800, N58 NA
N61 3-10

union leaders participated in this seminar on Industrial Management and Industrial Relations. Mr. Walkinshaw stressed the importance of human values in union-management relations. Proper incentives and job evaluation play an invaluable role in boosting up workers' morale and increasing efficiency in industry. Mr. Walkinshaw said that a new challenge confronting a developing nation is: produce or perish, for, on productivity depends the stability of economy and the survival of a nation. The concept of productivity is modern in origin and indicates a major shift in the conventional methods of manufacture and production. Rising productivity is the result of improved machinery and production processes, better raw materials and more efficient flow of work from one operation to another. Continuing improvements in productive efficiency arise from the application of scientific knowledge, labour skills and management ability. The American labour expert described the role of the union and the management in American industry. It was for the unions, he pointed out, to provide stable and constructive labour leadership and for the management to create an atmosphere that would bring about an interchange of ideas between the management and the workers.

Assam Project

High in the hills of Assam, thousands of manual labourers from all over India, are working along with massive American bulldozers, scrapers, shovels and other motorized equipment to construct one of the nation's major hydro-electric schemes—the Uiam Hydrel Project, situated about nine miles below Shillong near the village of Barapani. Nearly the entire cost of the project (Rs. 7.4 crores) is being financed by the United States. Rupee costs are

supplied out of the loan portion of the American P.L. 480 counterpart funds and foreign exchange costs by the Development Loan Fund. Both types of loan are repayable in rupees. Named after the Uiam River (which means "weeping river" in the Khasi tribal language), the scheme when completed in 1963 will aid immensely in the industrial development of the Khasi and Jaintia Hills, Kamrup and Nowgong districts. The main concrete dam with its storage reservoir of about four square miles will contribute to the development of horticulture, pisciculture and new recreational facilities for both tourists and the local population. Other resources which the project will help to develop include coal, limestone, aluminate, clay, oil and by-product gas plus large forests that can support pulp, paper, plywood and building material industries. But hydro and thermo-electric power are Assam's greatest natural resources upon which all others largely depend. Engineers estimate this power potential to be nearly as great as that of all the rest of India combined and they foresee the day when Assam will not only meet the needs of its own industrial development but also help to quench the far greater thirst for electric power in Bihar and West Bengal. The Uiam power house will have an installed capacity of 36,000 kw. and a potential of 25,600 kw. of firm power at 50 per cent load factor. The diversion of the Uiam River will also firm up the nearby recently constructed Umtru hydro-electric plant and increase its capacity from 4,500 to 8,400 kw.

India and Colombo Plan

As one of the founder members of the Colombo Plan and as the largest country in South and South-East Asia, India has played her full

role in the ten years of cooperative economic development of the region. She has also been the pioneer among the countries of the region in evolving a planned economy. The philosophy of international cooperation for raising peoples' living standards is reflected in India's own development programme. They have particularly commended the Colombo Plan principle of mutual assistance and this has been embodied in the Second Five-Year Plan. Nepal and Burma, India's closest neighbours, have received economic assistance from this country. Technical assistance by India covers most of the countries in the region including Nepal. The total money value of technical assistance given by India under the Colombo Plan in the ten years under report exceeds a crore of rupees. More than 1,600 men and women received training in India in scores of development skills. These include textile technology, geo-chemistry, engineering, nutrition, forestry, statistics, dentistry, community development and co-operatives. In addition, India sent out a large number of experts in the field of taxation, potato growing, road research and leather technology. Perhaps the most outstanding assistance given by India is in the field of statistics. One of the great obstacles to sound economic development in the Colombo Plan area at the beginning was the lack of reliable and comprehensive statistical information upon which planning could be based. This has now considerably improved and India has made no small contribution to it.

Small-scale Industries

Completing a study-cum-training-tour of the South, Mr. Omar L. De Witt, an U.S. industrial engineer and TCM expert in management techniques, said: "India's future is directly tied to the small-scale industries of today." In an inter-

view, Mr. DeWitt said, the need and demand for goods manufactured by these industries were so great that it would be more than 100 years for the question of oversupply of these articles to crop up. The visiting management expert, however, pointed out that "one of the basic needs of Indian industries is to have sub-contracts, to have more faith in the small companies being able to produce the goods they require." In the U.S.A., major industries depended on the smaller firms for 80 per cent of components they required, he said and indicated that the Indian counterparts could profitably follow the U.S. example. Giving impressions of his visits to various industrial establishments in India, he said he had found generally that utilisation of equipment was low. "You should use equipment for two or three shifts per day. In many places, we found that equipment is being used only for two or three hours a day. This is a waste of foreign exchange." Mr. DeWitt said, he had conducted studies for the Madras Government about industrialisation of rural areas. "My recommendation to the Madras Government was to have more industrial estates planned after the Guindy Industrial Estate, the foremost in the country."

Travancore Rayons

Mr. A. R. Ramanathan, Chairman of the Travancore Rayons Ltd., at the Annual General Meeting of the Company, highlighted the significance of establishing an export market for cellulose film. He was of the opinion that even in the face of severe competition, it was possible as well as necessary for the Indian producers to operate in the foreign market. To achieve this, he said, the Indian labour had to improve its efficiency so that costs could be competitive and at the same time

remuneration for the labour was higher. The company made a time and motion study in some of its departments and found that the efficiency in certain departments was only about 30 to 35 per cent. This clearly indicates time-loss due to various factors. Similar conclusions were drawn in a special article published in "The Eastern Economist" on February 17, 1961. Labour efficiency factor has, therefore, to be paid sufficient attention, so that the productivity of Indian labour improves and the costs can be competitive. The Chairman referred to various expansion schemes taken in hand by the company. Mr. V. V. Giri,

Governor of Kerala, performed the opening ceremony of the company's third plant for the production of cellulose film. The cotton inter plant of the company is scheduled to go into production by the later half of 1962. It will produce 3,600 tons of linter pulp and this capacity can be doubled when necessary. The Government of India has sanctioned the company's application for increasing its rayon yarns output by 5 tons per day and the company is making negotiations to implement this scheme. With this the total production capacity of the company will increase to 13.6 tons per day.

Three classes of people

There are three classes of people in the world. The first learn from their own experience—these are the wise; the second learn from the experience of others—these are the happy; the third neither learn from their own experience nor from the experience of others—these are fools.

CHESTERFIELD.

Trends in Administration

Study Circles for Officers

The Rajasthan Government has decided to start Study Circles in the Secretariat and in all departments of the Government. This has been done with a view to keeping the administrative and technical officers fully posted with developments relating to their particular sphere of activity through periodical discussions with their colleagues. Two groups of Study Circle are envisaged, one for graduates and the other for non-graduates both in the Secretariat and in the departments concerned. To begin with, Study Circles in the Irrigation, Public Works, Forest and Excise and Taxation departments of the Secretariat are to be constituted with immediate effect. The Government has under consideration a proposal to sanction grants to the concerned departments for purchase of books and periodicals for the Study Circles. A committee under the Chairmanship of Shri B. Mehta, I.A.S., Chief Secretary and Shri Moti Ram, Chief Engineer, Irrigation, Shri R.D. Thappar, I.A.S., Special Secretary, Appointments, Shri B.D. Mathur, Additional Chief Engineer, P.W.D. as members has been constituted to coordinate and supervise the work relating to the Study Circles. Shri Anand Mohan Lal, I.A.S., Dy. Secretary Cabinet is the Member-Secretary of the Committee.

Administration

"Let us first prevent wrong doing at the village level. This will be building the nation from below," writes a correspondent commenting on the present administration. Yes, we will have to build from below. This means the efficiency of the rank and file of public servants in the lower rungs of the ladder who

are very close to the mass of people. It is their conduct and efficiency that provide the raw material for the formation of opinion regarding the administration. Prime Minister has stressed this fact more than once. It has to be acknowledged that there is room for a lot of improvement at the lower levels of administration. To promote their efficiency is one of the major duties facing the Government. If the foundation is weak, the superstructure cannot stand. Through the process of democratic decentralisation, we are now engaged in building from the bottom. But that process can succeed only if officers at the lower levels are efficient. It is unfortunate that sufficient attention is not being paid to the building up at the bottom. No doubt, there are O and M divisions in most States. But they seem to be more concerned with the office procedures and the like. What is more important is the stepping up of the efficiency of those who man the lower rungs of the ladder at the lower level. This can be done only through a process of intensive education of the lower staff. A well thought out scheme has to be drawn up in this regard, by all State Governments. In this connection, one may well recall what President Wilson said long ago: "Constitute them how you will: Governments are always Governments of men and no part of the Government is better than the men to whom that part is entrusted. It is the horse and not the harness that draws the chariot."

Training for I. A. S.

It is reported in the Press that in some of the States, it has been decided that the I.A.S. trainees will have to serve as Block Development Officers for a period of three

months during the period of their training. This is certainly a right step in view of the fact that in the future setup, Collectors and senior civil servants will have to function mainly as Development Officers and the background experience they may acquire as Block Development Officers is sure to stand them in good stead later. Civil servants' training has assumed especial importance all over the post-war world owing to the increased responsibilities the Governments have been called on to shoulder. In our country, we often hear complaints that the training imparted to civil servants is perfunctory unlike that in the British period. Then the senior officer under whom a probationer had his training, took a lot of personal interest. He saw to it that every opportunity was afforded to the trainee to get a thorough grounding in the mysteries of administrative work. Since Independence, however, things have deteriorated. Some States have realised this and have taken remedial action. In this connection, we may quote a circular issued by one of the States sometime ago. It runs thus: "The Collector should arrange for the officer under training to meet him as frequently as possible at least once a month. These should be the opportunities when not only matters relating to the training are discussed informally, as well as formally, but the art of keeping proper relationship is also conveyed by example—not in the sense of stilted etiquette and ritual—but in the sense of ease and tact and *savoir faire* in moving with others. The weekly diaries should receive careful and considerate treatment at the hands of the Collector himself. The officer under training should also be encouraged to attend all periodical meetings and conferences at which Revenue Divisional Officers are present.

During office and field inspections, he may well be asked to accompany the Collector to see for himself how the Collector attends to these important items of work. What is of fundamental importance during the formative training period of a young officer's career is that he should get ample opportunities of imbibing those imponderables which go to make up a good officer and which he can learn more by moving closely with the Collector and by watching his example than by a mere perusal of files and books."

Cooperation

The Governor of the Reserve Bank said sometime ago that what the agriculturist wants is not only credit but credit at the proper time. The common complaint against co-operative credit is that there is a lot of delay in getting a loan. This is one reason why the agriculturist usually goes to the money-lender. If people are to make use of co-operative credit as frequently as possible, then it has to be ensured that he gets the amount asked for as quickly as possible. A correspondent recently cited his experience in this regard. He applied for a loan of Rs. 500 to a cooperative bank in April, 1961. He sent two reminders and a telegraphic reminder and then the application was returned to him. He again sent it back clarifying certain points. Till now, he has not received a reply in spite of two reminders and a telegraphic reminder. Such delays are very common. They tend to weaken the faith of the common man in the cooperative movement. Only efficient service can contribute to develop his faith. Easy and speedy credit have to be ensured by all cooperative organisations as one of the means of popularising the movement. The salvation of rural India rests with the cooperative movement and any amount of efforts

is not too much to make the movement strike deep roots.

Utilising Pensioners' Experience

A resolution urging the Government to work out a scheme to utilise the knowledge and experience of pensioners for national reconstruction and development plans was passed recently at Madras by a meeting of the retired officials' association. This resolution deserves the serious attention of the Governments both Central and States. The same suggestion was made sometime ago by a district Collector and we have had occasion to commend the same. One of the serious drawbacks of administration since Independence is the lack of experience on the part of a good many public servants. This can be made up considerably by the employment of pensioners in an honorary capacity in local developmental activities. At present pensioners settle down in urban areas with a view to taking up some jobs to supplement their slender resources. If they are attracted to villages by offering small honoraria, then their experience and knowledge are sure to provide the ballast in developmental activities in rural areas. Rural areas also lack efficient leadership and this can also be made up by pensioners being induced to settle down in villages. National reconstruction and development is a truly herculean job. It needs the full cooperation of all classes of people in the various strata of society. Even sadhus are being called in to assist in reconstruction work, but strangely enough there has been so far no scheme to make use of the wealth of experience and knowledge of pensioners. This is the irony of the situation. We had suggested the compilation of a register of pensioners in all districts by district Collectors and their employment according to their aptitudes

and experience in suitable developmental activities. Recently the Minister of Community Development suggested the idea of having associate organisations at village level to collaborate with local self-governing institutions. Pensioners can assist in such organisations or can serve in an advisory capacity in Block Councils or Committees. It is time that the matter is given serious thought.

Spending on Books

A survey conducted recently by the Author's Cooperative Society in Kerala has found that the per capita expenditure on books in the State is only 10 nP, while the corresponding figures under cigarettes and cinema are higher. If this is the position in a State with the highest percentage of literacy, it cannot be better in other parts of our country. This is certainly a disquieting fact. Democracy is what people make of it and people can make the best of it only if they have a cultivated mind. Books constitute one of the main agencies by which cultivation of the mind is achieved. If reading is neglected, then a citizen will become ill-qualified to discharge his duties to the State. According to a recent writer, "The essential feature of the present day is that the burden and duty of Government rest upon all men and no man can keep aloof without risk to himself." It is, therefore, a matter of utmost importance that a citizen should cultivate his mind in order to be able to do his duties to his country adequately. The position in this respect is worse in the case of our public servants. The civilian of old was an omnivorous reader. He spent a lot of money on books because he found that would help him to improve his efficiency and serve the people better. Even the subordinate staff in many offices in those days

formed themselves into groups and bought journals, newspapers and books on a cooperative basis. But with the advent of Independence, there took place a sea-change. Even civil servants with a career before them do not have the reading habit. Some of the district officers including Collectors or Deputy Commissioners do not care to go through even journals on administration which some Governments have asked to them to buy. They labour under the delusion that reading is not necessary for their getting promotions in service. Some of them think that English language is in its last legs in this country and that there is no use of reading books in that language. But they have to remember that though English language is not the official language, it is the key to advanced knowledge in the science and art of administration. One cannot cut the nose to spite the face. The position is bad in the case of subordinate public servants. The major activity of a welfare State is developmental and for those engaged in developmental work mere knowledge of office routine is not enough. They have to acquire information and instruction on the subject if they are to do full justice to their work. Few take care to do this and is it a wonder therefore that we do not get enough return for our money. This aspect of the matter should receive the deepest consideration of the Governments.

Training of Public Servants

Addressing the trainees of the L.I.C. Training College at Nagpur recently, Mr. Morarji Desai suggested that the corporation should run more training centres at various places in order to provide training for a large number of officers. The importance of training for public servants, whatever be the

sphere of their service, cannot be over-emphasised. The theory that anybody could do any work in public service is an exploded one. Now, Governments all over the world have added considerably to their responsibilities so much so that it is not possible for any public servant to do his work without proper training. Recent writers on public administration have stressed that training is the key-note to staff efficiency. Training is essential not only for efficiency, but also for widening the outlook of the employee. It gives him good grounding in his job and thus enables him to develop self-reliance. In any organisation, efficiency depends on two factors, namely, technical efficiency of the individual and the less tangible efficiency of the organisation to function as a corporate body with a collective spirit and outlook. Training must be addressed to these two ends. The Union Finance Minister also said that concentration of power at the upper reaches would tend to reduce the initiative of subordinate officers. This fact needs underlining. If a river is dammed up at the upper reaches, then water at the tail end becomes stagnant; similarly if power is confined to the top, then those below may lose their enthusiasm and initiative. In administration, what is wanted is leadership and not command. Command is in the army and not in the civil sphere. The essence of democratic administration is to allow a share for the rank and file in an organisation in the management of affairs. This will give them a sense of participation and to that extent would raise their morale. And morale is of the essence of a sound organisation.

Streamlining Administration

Speaking at the National Academy of administration, Mr. Shri-

man Narayan, member of the Planning Commission, said that it would be necessary to streamline the administrative machinery by simplifying and rationalising procedures and methods of work at different levels. Nobody can gainsay this. But what is more important than improving procedures and methods is the need for improving the quality of the human material that is concerned with these. Rules and procedures are to be applied by public servants and it is important that they should be efficient in the first instance, if the application of the rules, etc., is to be done properly and promptly. However good a rule or method may be, it can serve its purpose only if it is properly applied and proper application is conditional upon individuals who apply them. Rules and procedures which are now in vogue were in use during the British period, but administrative delays were not so abnormal, then as it is now. This is a matter of common knowledge. The reason for this is that the equipment and experience of public servants were better then. It is a familiar maxim in public administration that even the best policy would suffer by bad execution and that the best rule may produce more harm than good if improperly applied. Such a contingency can be avoided only if public servants are well equipped for their jobs. To this end, we have been advocating in these columns, the need for concrete efforts on the part of Governments both Central and State, to enable public servants to improve their equipment. They have to be provided with facilities for self-education, as in Western countries. Elsewhere in this issue, we have published a note about study circles in Government offices now being organised by the Rajasthan Government to promote effi-

ciency of public servants of that State. The scheme can be tried by other States also. Mr. Shriman Narayan also said that administration would have to be made much more action-oriented. This is very necessary. At present, less attention is paid to achieving concrete results and more attention to routine. As a retired civil servant observed recently, officers are spending a lot of time in compiling reports and statements; they do a lot of desk work for disposing of papers and in observing routine, but in doing so, they lose sight of the importance of producing results. This is the basic malady. Our aim must always be on results and every effort we take must be viewed in terms of the concrete results that we are to produce.

Code of Conduct

President Rajendra Prasad recently called for a code of conduct with a view to promoting internal harmony and efficiency. In the recent past, similar appeals have been made from several quarters for the evolution of a code of conduct. An economist sometime ago called for a code of conduct for politicians as a means of ensuring the efficient implementation of the Third Five-Year Plan. Later, an Inspector-General of Police, called for a code of conduct for the police. Still from another quarter came the suggestion that there should be a code of conduct for journalists. A code of conduct serves the purpose of a parapet wall just to prevent people from falling. In the transitional period which our country is experiencing now, it is necessary that we should evolve a code of conduct. Such a code is all the more necessary for politicians because the mixing up of politics and administration has proved a fertile source of evil since Independence.

The isolation of administration from politics can be achieved by evolving a code of conduct for politicians. The aim of politics is to control the business of administration and not to administer directly. This fundamental fact seems to have been forgotten by politicians during the Independence period and as a result, many administrative maladies have reared their heads. The elemental need of the present day is the streamlining of the administration so that it may be enabled to shoulder efficiently the responsibilities of the Third Five-Year Plan. One of the first steps needed in this direction is the evolution of a code of conduct for politicians as that would tend to keep politics and administration apart.

Confidential File Abolition Day

It is reported in the Press that the N. G. Os. of Madras have observed the Confidential File Abolition Day and meetings were held in various places and speeches were made that the confidential file system was a legacy of foreign rule and that it was a Damocles's Sword. But the question is asked as to what would take its place if it is done away with. It is necessary that we should have a sound system of promotion because it is essential for efficiency. It is common knowledge that a wrong promotion system demoralises the whole organisation. Generally promotions are based on two principles, namely, seniority and merit. As regards the principle of seniority, it is argued that it is objective, that senior men are more experienced and it is experience that counts in public service. It is also pointed out that according to the principle of seniority, everybody gets an opportunity and it is thus the fairest basis for promotion. Again if seniority is the principle, there can-

not be any interference by politicians or any scope for favouritism. Nevertheless, there are demerits also. There is no guarantee that senior men are more competent. Seniority also tends to discourage people from making efforts to improve their efficiency and this is the greatest drawback. So the general tendency is to prefer the merit principle. But here the crux of the matter is as to how merit can be assessed. Generally merit is assessed on the basis of examination or service records. The main objection against service records is that it is not objective. And it is said that it cannot be objective as long as human nature is what it is. In some of the Western countries, therefore, confidential file about a person is maintained by two officers. In the United Kingdom, there are promotion boards in most departments who decide the question of promotions. In Australia, all promotions are provisional subject to appeal to the Service Board. In our country, confidential file system cannot possibly be dispensed with, but it can be made fool proof as far as possible. There should be an appeal against any adverse entry and this together with promotion boards in all departments may tend to diminish the subjective element in the confidential file system.

Research Centres for Education

Dr. P. S. Lokanathan recently stressed the importance of educating labour and suggested that we might set up research centres to be financed by the Government for educating labour both at trade union and technical levels. Of late industrial labour has been much in the news and every effort is being made to tone up their morale by ameliorative measures. This is as it should be for production cannot increase unless labour is earnest. But the

irony of the situation is that so much attention is not being paid to the question of improving the morale of public servants. There is a good deal of talk about the lack of efficiency of public servants as a class and frequently articles appear in the press emphasising the necessity for prompt and comprehensive measures to tone up efficiency before the Third Five-Year Plan is launched. But action so far has been sporadic and uncoordinated so much so that results have not been perceptible. One fundamental fact has to be underlined in this connection. It is that efficiency can be improved only by a scheme of education of public servants on the lines suggested by Dr. Lokanathan for the education of labour. Lack of experience of a number of public servants can be made up only by their further education. This can be done through study circles or research centres in public offices as well as by periodical lectures organised on a systematic basis. At present it looks as if O and M divisions in many offices are mainly concerned only with the improvement of office routine, avoidance of waste, etc. It is essential that they should concentrate on the education of public servants on a planned basis. The philosophy behind the welfare State, the outlook needed for public servants, the adjustment of the relations between rights and duties, the inculcation of the spirit of service, are matters on which public servants as a class have to be educated.

Drive against Corruption

The Union Government has adopted several measures "to raise the standard of integrity" among Government servants. An official Press Release says that compulsory retirement of a Government employee in accordance with the provisions of

the Civil Service Regulations is one of such measures. Specific provision has also been made in the new rules under which the appellate authority can call for the records of a case and review the orders passed by the original punishing authority even when no appeal has been submitted by the officer concerned. Under Rule 15 of both the All-India and Central Civil Services (Conduct) Rules, the Government servants are required to submit annual returns of their immovable property. They are also to obtain permission from Government for acquisition or disposal of immovable property and purchase or sale of movable property valued at more than Rs. 1,000. As a corollary to these rules, the employees are required to seek permission for building a house, furnish an estimate (after the building has been completed) to submit a report together with a valuation report regarding the cost of the building. All transactions in immovable and movable (exceeding Rs. 1,000) property, made out of the funds (including gifts, Stridhan, inheritance, etc.) of the dependents of the Government employees are also to be reported. Rule 4 (1) of the All-India Services (Conduct) Rules and Rule 3-A of the Central Civil Services (Conduct) Rules require members of the All-India Services and officers belonging to the Central Civil Services, Class I, to obtain Government permission before their sons or daughters or other near relatives are allowed to take up employment in private firms. These measures are good so far as they concern the curative aspect of corruption. But the preventive aspect has also to receive attention. The increase in corruption is partly due to the impact of politics on administration. This impact can be prevented only by the exclusion of politics from

administration. Then again, public servants have to be educated in the ethics of a welfare State. In a welfare State the emphasis is on service and not on remuneration. The public servant is judged by what he is and not what he has. It is essential that this outlook is developed by all public servants. The temptation to corrupt practices will lose its force in the context of this outlook.

Staff Councils

The Chief Secretary of Andhra Pradesh rightly said the other day that the main object of the Staff Council was to improve the morale and efficiency of public services. He was speaking at a meeting of the newly formed Andhra Pradesh Joint Staff Council. There is, however, a widespread misconception that staff councils are counters for bargaining with the Government on salary and other financial matters. This is only a subsidiary objective. The very origin of staff councils in Western countries was dictated by the desirability of enabling employees to share in the management of affairs. Under Parliamentary Democracy, it is essential that employees should have room for participating in the affairs of their organisation. The very essence of democratic administration postulates that employees should have a voice in the running of the organisation to which they belong. That alone can preserve the democratic spirit in administration. Such participation would tend to improve the morale of the services and their efficiency, because the employees come to feel a sense of ownership leading to greater earnestness and enthusiasm in work. There can be no two opinions that staff joint councils are a necessity in the present context. Everywhere the complaint is heard that the morale of public services has sunk low and

that administrative efficiency has sharply deteriorated. Joint Staff Councils can combat these two drawbacks. Morale and efficiency can be promoted mainly by spreading knowledge. In fact knowledge is the lever by which efficiency can be stepped up. It should be the main pre-occupation of the joint staff councils to spread information and instruction among its members. This can be achieved through periodical lectures, refresher courses, essay competitions and study of books and journals. It is amusing to hear people talking of the dire need for stepping up administrative efficiency and at the same time refraining from taking practical steps to achieve this end. Morale and efficiency will not emerge like a rabbit from a magician's hat, but have to be achieved by painstaking and coordinated efforts. Mere talk will not carry us anywhere.

Economy drive in Rajasthan

The Rajasthan Government has decided to abolish a number of posts with effect from June as a measure of economy. Accordingly the strength of Class IV employees has been reduced by 20%. All departments have worked out details regarding the various categories of posts to be abolished in their respective departments. This is certainly good news. Administrative expenditure has considerably shot up since Independence. No doubt, work has expanded but the consensus of opinion is that staff expansion has been out of all proportion to the increase in work. There has therefore been a persistent outcry for economy measures. Not all Governments have so far taken economy measures in response to the outcry. It is time that all avenues of economy are fully explored by the Governments and tangible economies effected. It has to be remembered in this connection that

efficiency always goes with economy. In U.S.A., some years ago, there was a movement called Double E. Movement. Double E. stands for Economy and Efficiency. The movement was aimed at promoting both economy and efficiency. Lately the definition of efficiency includes also economy. The essence of efficiency consists in doing a piece of work with minimum personnel and expenditure within the shortest time possible. Time personnel and expenditure are of the essence of efficiency. Administrative experience also bears out this fact. Since Independence, administrative efficiency has deteriorated and this is partly due to the fact that more people have been employed and more people means more expenditure. It is an axiom that employment of more people means less efficiency. Big empires in history have been corrupt and inefficient mainly because of their bigness. Big organisations oftentimes lack discipline and efficiency because of their size. Economy measures are therefore twice blessed; they save money and also promote efficiency.

Education for Politicians

The Chief Justice of India recently suggested that those elected by the people to occupy places of importance in public administration should have some prior knowledge of the principles of efficient administration. This is undeniable. The experience in Western countries shows that where the political executive has been well-versed in the art of administration, there democracy worked well and gave good Government. In India, it is common knowledge that because of the lack of administrative knowledge or experience on the part of the political executive in many places, there has been considerable difficulties. Many politi-

cians hardly knew where politics ended and administration began. On account of this political interference in the field of public administration has been a recurring phenomenon since Independence. As a result, the harmonious relations between the political executive and the bureaucracy became difficult on many occasions. It is needless to say that all these reacted badly on administrative efficiency. Even so there is no evidence that politicians have realised this fact and taken steps for their self-development. The Government also have to give serious thoughts to this matter. It is pointed out, that in the context of the establishment of Panchayat Raj, there is no question of minimising the importance of further education for politicians. This further education can be achieved on a State-war basis by periodical seminars, provision of books and journals to members of the Legislative Assemblies and frequent lectures and refresher courses. It is also possible for the Central Government to encourage private organisations or institutes of public administration in producing small topical books to help the education of politicians and public servants. Private enterprises can do much in the matter if they are encouraged. Sometime ago, a book was released under the auspices of Sardar Patel Institute of Administration, Madras-31, to educate the citizens in the principles of democracy. Such a useful publication, however, found little response from the public. It is an irony that while less important things have received the attention of the Government, the education of politicians and public servants which is the foundation for the success of democratic Government, has received little attention.

The Fruits of Democracy

JOHN T. REID

The first fruit of democracy is a spacious area of freedom in which the human spirit can develop and cultivate to the fullest extent its rich possibilities. This is not a condition which men lightly toss aside; it is the result of many thousands of years of seeking a way of life on this earth in which the spirit of all men, not only of a few, may flourish within its potentialities, free of oppression with the active encouragement of the democratic society. The goals which free individual spirits seek, may be varied and this fact, in a democracy, can greatly enrich the whole society. The genius of some may soar to heights of spiritual insight beyond the ken of many of their brethren. The presence of such souls in a democratic society is a welcome light to all free spirits. All are free to worship the Divine Spirit as they see fit and to proclaim their beliefs together with their fellow-believers. The genius of other individuals in a free society may lead them, not to mystical experience, but to high artistic expression with the brush, the pen, or the chisel. And in a democracy it is only the limitation of their own capacities which circumscribes their imaginative flights. No all-powerful State marks out a narrow road of conformity which they must follow. Still other members of the democratic society find the natural expression of their abilities in politics and public service. In a democratic society new and thoughtful ideas for bettering the common welfare are welcome and needed, and no rigid ideology can stifle in the long run a man who has an inspired scheme for better public administration, better economic planning, or better social service. One of the tasks of a democracy is to train and encourage imaginative idealism in public life. Since its formulas are not static, democracy also encourages the private businessman and manufacturer to exercise his free ingenuity in developing new processes, better products and marketing systems, which will make it easier for the average citizen to share in a higher standard of living. This freedom has led in the United States, for example, to the organisation of mass production and distribution with the consequent development of a high-wage, low-cost economy. This system has brought the products of industry and agriculture to the consumer at low cost, expanded the market for goods, and contributed to a wide dispersion of income. Democratic societies, of course, are also aware of the need to ensure that the growth of business and industry does not hinder the general welfare.

Democracy and Standards of Living

Implicit in our discussion above and central to any serious consideration of the fruits of democracy is the fact that men living under a democratic system can and do provide for themselves and their families rich and abundant life in all respects, spiritual and physical. In this day and age of technical progress, men everywhere have the right to expect from their way of life and system of Government, not only the opportunity of providing the basic physical needs of life, but also a better and rising standard of living. The crucial question which con-

fronts the peoples of the developing nations of Asia and Africa is this: In order to achieve a great improvement over their present low standards of living, is it necessary to submit to totalitarianism? Must a people belonging to a nation whose resources are not yet developed submit to an ordeal of tyranny and cruelty in order to get over the hump into the modern age? A believer in democracy can answer both questions in the negative. He can do so on the basis of the experience of countries situated not only in Europe, but also in the Americas and in Asia. Democracy means not only freedom for the individual. It means freedom plus ever-accelerating economic progress, with all the ensuing benefits for a free man. Critics of the democratic system sometimes claim that democracy's economic progress is too slow to provide the standard of living desired by its citizens and suggest that some other system would be a quicker road to prosperity. The best answer to such criticism is to let the facts of economic achievement in democratic countries speak for themselves. The steady rise in those countries in national and per capita income and the increased production of the things that men need will, if carefully examined, make clear to the objective student that democratic societies have achieved standards of living as yet unapproached by critics of the democratic way. Or, if one finds statistics dull, let him talk to acquaintances who have visited the home of an average Japanese, or an American, or an Englishman and he will understand the high level of material prosperity which democratic citizens can and do reach. There are a number of points of reference which economists use to measure the success of any given national economy. While no one of such points alone can give an accurate picture of economic progress, taken together they give a fair indication that countries where democratic institutions prevail are those where the common man's standard of living is rising most rapidly and surely. One of the most obvious indexes of national prosperity is the national income. *The United Nations Statistical Year Book* for 1959 offers startling evidence of the extent to which national incomes in democratic countries grew between 1950 and 1958. Some nations, such as West Germany, Austria and France, more than doubled their national incomes during the eight years. Japan, an Asian democracy, increased her national income by 145 per cent. In Italy, the United Kingdom and the United States, the increases were perhaps not as spectacular. But they were indeed substantial—in no case less than 50 per cent. If we examine some facts about the United States, for example, we can see the real meaning of the growing democratic economies for the ordinary man. At present, over 71 per cent of American families are in the middle income bracket, that is, they earn the dollar equivalents of between Rs. 14,000 and Rs. 70,000 yearly. This is statistical evidence that the American democracy is developing what one may call a classless society. Further statistical data on the American economy will be illustrative of this fact: Seventy million Americans, or forty per cent of the total population, have money in savings accounts; total savings have increased 133 per cent in 14 years. Thirty-four million American families, or about 58 per cent, own their own homes, with all that fact implies of comfort and human dignity. Fifteen million Americans, and not just a privileged few, own shares in American companies. Progressively, ownership of the country's basic

industries is being vested in a large percentage of the population. One hundred and fifteen million Americans, or more than two-thirds of the citizens, own life insurance, which means that they not only protect themselves and their families against the inevitable misfortune of mankind, but also indirectly have an interest in the nation's great industries. Forty million Americans own United States Savings Bonds; this fact, aside from its significance as an illustration of the economic health of the American family, is a solid token of their faith in American democracy.

Economic Progress in India

One of the most spectacular efforts by a people to achieve economic progress under a democratic system is being made in India. In no other country have so many mammoth dams been built in a similar period as in India during the last decade. Bhakra, Hirakud, Rihand, Chambal, and Tungabhadra rank among the biggest structures ever created by man. In the last decade, the installed electrical power generating capacity has been nearly trebled, the productive capacity of the steel industry quadrupled and coal production nearly doubled. So far under the Five-Year Plans, agricultural production has registered an increase of 30 per cent and industrial production has climbed by about 50 per cent. A considerable number of new industries have been established in the country, and the target for the Third Five-Year Plan Period, 1961-1966, is a five or six per cent increase in gross national product. Many qualified observers are convinced that within a decade, the Indian democratic economy would reach the "take off" stage: a state when it would be able to create resources necessary for further growth through its own productive activity. Economic development of the magnitude taking place in India entails hard work and sacrifices on the part of the people. The fruits of this work take up to a decade to become visible. For instance, it takes something like a decade for the storage capacity of a big reservoir created by a dam to be utilized fully. But there can be no doubt that India, following the democratic path, is in the process of attaining a rate of economic progress which can very well stand comparison with the best performance of any regime, democratic or otherwise.

The Goals of Economic Progress

The welfare of a people depends not only on the size of the national income, the steel production, and the output of electricity, but also on the uses to which the country's economic resources are applied. Grand monarchs, in Europe and in Asia, built in the past sumptuous palaces at great cost. Such construction undoubtedly increased the statistical size of the nation's economy and provided work for thousands of workers, but contributed more to the pleasure and comfort of royal families than to the benefit of the great mass of the people. To illustrate the manner in which increased productivity is utilized for the benefit of the masses of the people under a democratic system, let us take the automobile industry. Between 1948 and 1958, the number of passenger cars in the United States rose by over 23 million to 56 million. In other words, there is one car for every three Americans. During the same period, the number of cars in use multiplied by eleven times in West Germany, eight times in Japan and Austria, six times in Italy, three times in France and Belgium and more than twice in Canada and the United

Kingdom. The vast expansion in the productive capacity of the economy has meant for the peoples of the world's democracies more washing machines, refrigerators, houses, radios, television sets and other such articles which contribute to comfort and the enjoyment of life. It has meant a reduction in working hours, more leisure, for the workers. The last decade has witnessed a big spurt in tourism. It has seen millions of workers travelling widely and taking holidays in resorts which in the past were used exclusively by the richer people.

Economic Variety within Democracies

At this point, however, it becomes important to emphasize a fact that is too often neglected in discussion of democracy and economic progress. The democratic way of life in itself is not an economic system. Men who believe in and practise the democratic way in their relations to one another in society and in their Government, have evolved somewhat differing solutions for the problem of providing material goods and comforts for all the citizens. Sweden is a democracy and yet its economic system is not identical to that of Canada or West Germany, which are also democracies. India is pledged to follow the path of democracy, but the ways which she devises to ensure that all Indian citizens share the fruits of the Indian soil and the products of Indian factories may differ from those which have been devised for the same purpose in the United States. The solutions depend on somewhat technical considerations, such as population density, the type of primary natural resources, export and import possibilities, the availability of money for capital investment, and so forth. Fortunately, the democratic way is flexible and provides for the free play of the inventive imagination to such an extent that it is not difficult to work out an economic system which will fit the needs of the particular country and its circumstances in order to produce material goods in abundance for the people. A good deal of time has been spent by theoreticians in arguing the economic merits of "socialism" vs. "capitalism." In the world today, however, these terms have little meaning for the average citizen who is concerned about making a good life for himself and his family. The effective economies in the world today are neither "socialist" nor "capitalist" in the original sense of the terms; they are actually an admixture in various proportions of various elements of theoretical "socialism" and "capitalism." The manner in which people in the United States apply their energies to developing their resources to the better life bears no resemblance to the old Marxist definition of capitalism. The Marxist conventional concept of American capitalism is a myth which has no correspondence with the reality of American life. Let us take another example of semantic confusion: some people call New Zealand a "socialist State" because the public sector seems to play a relatively large role in that prosperous nation's economy. And yet, New Zealand is not a socialist theory, but a democratic land where men have set up a system of economic development which suits their needs under freedom. The word "freedom" is the keystone in our consideration of economic prosperity and democracy. Various ways of filling the material needs of the people can be and have been tried and have succeeded in democratic countries. The common denominator of all of them, however,

(Continued on page 29)

JL
78 PM, 11/21/11
110-3-10

How to Run Your Office Efficiently

R. S. DAVAR

I would like to divide the subject into two aspects : (1) Management of your office from the point of view of human beings ; and (2) Management from the point of view of equipment or appliances. Normally, when we talk about office efficiency, the impression is created in our minds of addressing machines, duplicating machines, etc., and the principal question that arises is one of greater productivity through these machines. I would, however, like to stress more the word "management". Management has been defined as getting things done through people, because your office will be as efficient or otherwise as the people who manage it. If someone asks you who is the most important person in your life, the answer may well be : my father, mother, wife, etc. But if only you answer that question correctly, it can be nobody excepting yourself. To a company manager, the most important person is nobody but himself and the question he has to ask himself is : "What does your company expect from you?" and not "What do you expect from your subordinates?" Scientific management can be broadly divided into five functions : (1) Objectives, (2) Plan, (3) Execution, (4) Evaluation and (5) Innovation.

The first is very important, but is sometimes overlooked. We must know what we want to do and where we want to go. We should have a clearly defined and well thought-out plan before we can execute it. It is necessary to evaluate the results which can as well be even during the course of the year rather than at the end of it. Finally, it is necessary to make improvements and alter your objectives.

These are the five broad functions. The question of right personnel and their proper direction still remains important. In this connection there are certain major functions of a manager which come under the headings (1) Selection, (2) Training, (3) Control, (4) Delegation, (5) Remuneration and Incentive.

Selection has been purposely placed first. We must have the right raw material before we process it to get the final product. We have got to select wisely. Dismissing an employee is always an unnecessary expense, where we are wrong and it is not the employee who is at fault. We have gone wrong in selecting him.

If we take the right type of person, the next function, viz., control, becomes easier. Remuneration and incentives will then have a meaning.

Selection procedure : Selection does not mean a mere interview. It is necessary to have a "job analysis", to put in writing the qualities required from the man for doing a job, which is also called "man specification". Then we know what type of person we look forward to. Prepare a list of questions based on your own "man specifications".

Sources of recruitment : The questions that arise here are : should recruitment be internal or external? If it is internal recruitment, it will encourage the staff. If we go outside, where will we get the right type of persons?

Interview : Interviewing is an art. Hitler used a particular technique for interviews. He sat on a high pedestal in order to instil awe into the mind of the person to be interviewed and watched their reactions as they were made to walk up to him from a long corridor. This type of "scaring" interviews does not give satisfactory results. On the contrary, we should put the candidate at ease and tactfully get more information out of him which he would have otherwise withheld.

Then there are the tests, which is a most controversial subject; references, medical examination, final interview and final selection.

Training Plan : The "job analysis" or description would have laid down the kind of training required. Training must be continuous ; for all the time there is room for improvement in all of us. An ideal training formula will be : prepare, tell, show, practise, and check. In other words, the candidate should want to be trained. He is to be put at ease in his new environment and told what is to be done and why has it to be done in a particular way. It is better to show him how it should be done. You cannot teach a person to write by doing all the writing yourself. Let him make mistakes and let him pull himself out of mistakes. It is not enough to train a person. His work should be checked every now and then. This should be done tactfully. The tactful technique is sometimes described as "Sandwich" technique. In between two compliments, if we give him our criticism, he will not feel irritated. The best mode of training, however, is by example. So also is the control of employees easy by example set by the manager. Your employees are always watching you as to what you are doing. The top man is like a gold fish in a bowl watched always by many. When you come to the office, come in time. Set a good example. The same is the case with the way you handle the inquiries. If you pass on the inquiries to your subordinates, they will only follow your example and the company will suffer.

There are two techniques of control which may be described as (i) the "Whip" technique and (ii) the "Carrot" technique. In the earlier days, the "whip" technique was employed. If employees did not do a particular job, they were liable to be dismissed. There was always the threat of losing the job hanging over their heads. Things have changed nowadays. The "whip" technique has become outmoded. Just as a donkey would move at the sight of a dangling carrot, employees can be moved by proper incentives and proper motivations.

Delegation is an important part of scientific management. Generally, in our country, delegation is found lacking. This may be due to various reasons. The manager may feel that the subordinates cannot do things as well as he himself can do it. We have got to build it up in our thinking that the subordinates have to learn these things so that the managers can keep themselves free for the more important things. The motivation or incentives can either be psychic or financial. People think more in terms of finance and it must be admitted that financial motivation is more effective than psychic. If you pat a person on his back, he is happy ; if you give him more money, he is happier. Both are important to keep up morale. One important aspect of efficient management of an office is the filing system. When we think of filing system, we think in terms of storage which makes our office more attractive. But the most important object has necessarily got to be "finding". You must be able to lay your hands on the document or paper required. It is therefore sometimes described as the system of "finding" instead of filing. In poorly organised offices, there is "piling" instead of "filing". Another important aspect is mechanical equipment. There is equipment like automatic typewriters which is very useful if a number of circulars are to be sent individually typed. By using the dictating machine, the problem of stenographer can be solved to a large extent. The stenographer will not have to wait for your convenience and waste his time. Somehow, our executives are unable to get used to the idea of dictating machines, which definitely increases productivity.

When everything of a routine nature is not done by an executive, he can sit back and start creative thinking so that innovations can be introduced, which is the most important aspect of scientific management.

Towards Better District Administration

UNICORN

Of late criticism has become increasingly vocal against what they call the growing deterioration in the sphere of district administration. Editorial comments in newspapers, letters to the editor in the daily press, articles in journals and deliberations in the Legislative Assemblies and the parliament, observations of retired administrators, as well as students of public administration—all tend to focus public attention on the urgent necessity of taking steps to arrest the sharp deterioration in district administration. Of course there is no denying the urgency of the matter, for without a sound and efficient district administration, it is not possible for any democratic Government to do useful service to the people.

It is a matter of common knowledge that even under the British the district administration constituted the main pillar of their Government. The collector was the centre piece of the district unit. He was not only the head of the major department of the government namely the Revenue department but he was also expected to superintend the affairs of the other departments in the district especially when exigencies of district administration called for it. His rule was intensely personal and in the district he was more or less a despot. The British Administrators contended that this was in accord with Indian traditions, for India always respected personal rule. The district is the place where policy ended and action began. It is field work as opposed to desk work. It is that part of the administrative machinery which comes close to the mass of people. The man in the street appraises the efficiency of the Government from the way in which the district machinery operates. Lord Cornwallis was so to say the father of district administration. Warren Hastings laid the foundation of a stable administration and Lord Cornwallis who realised the importance of a sound district administration built it on a sound footing with the collector, the district judge and the Superintendent of Police as the main actors in the district stage. Lord Cornwallis was not slow to realise that a sound district administration was the only way of creating a favourable impression in the minds of the people and strengthening the foundations of the British Government. Successive administrators from his time therefore took care to see that the district administration was maintained at the highest pitch of efficiency. This state of affairs continued with variations now and then until the advent of Independence.

Since Independence

Independence brought so many changes and the sphere of district administration was not excluded. The collector lost his pre-eminent position in the district hierarchy; he is no longer the *primus inter pares*, M.L.As. and members of the ruling political party stole the thunder from him. His control over his own subordinates became ineffective; that over other departments proved hollow. A foreign observer has observed, "At the level of the collector responsibility is much diffused and incapable of satisfactory consolidation and clarification and no one is really responsible for anything of importance as all share responsibility for everything. Consequently the collector is responsible to everybody and to nobody in particular. To be responsible to Government means responsibility to nobody in particular." Another writer observes—"There are judges here and there, Ministers and men in seats of power who are impatient and critical of the checks on their arbitrary conduct

and ulterior purposes and that there is such an abuse of power by the smaller officials in holes of authority—"

The picture is thus sombre. There are numerous shades and only few bright spots. The matter needs attention. If the efficiency of the district administration counted for much during the British period it counts for more now, in the welfare State. As early as 1872 the Lieutenant Governor of Bengal said "It is the Lieutenant General's wish to render the heads of districts no longer the drudges of many departments and masters of none but in fact the general controlling authority over all departments in each district. This has to be done now. Secondly as an Englishman exclaimed in 1880 a district can prosper only if each horse worked up to its collar. But hard work is the exception rather than the rule today. There should also be a rigorous exclusion of Politics from district administration. The general rule is that while politics decide administration at the higher level it is administration that decides politics at the district level. But now politics are everywhere and this has caused untold havoc.

Remedial Steps

It is also necessary that senior officers are posted as collectors. Recently a M.P. pointed out that during the British rule most of the civilians spent the larger part of their service in districts and they came to the provincial capitals only at the fag end of their lives. But now this is not the case. Serving in districts is looked upon as something to be avoided as far as possible. There are many I.A.S. officers who are anxious to finish their minimum period in districts and rush back to the headquarters as heads of a department or in some secretarial capacity. The district administration is as a result, starved of experience. This has proved a basic calamity. Many realise this fact, but no effective remedial measures have so far been taken. There is also the need for a central inspecting authority in the district. Delays have become chronic in district administration. This is mainly due to lack of proper inspections. The O and M Unit working in a collector's office can very well undertake the inspection of all Government offices in the district. There should be surprise inspections also by State Government agencies. Lastly the education of the district staff in the technique of administration is necessary. Many of them lack experience and intimate knowledge of administrative details. These can be made up by providing facilities for them to get a thorough grounding in administrative details and procedures. People who correspond with Government offices often come to realise that in many offices staff members have only inadequate knowledge of office routine, procedure, methods of work, etc. These can be made up by a course of instruction.

This article may be concluded with a quotation about the key position of the collector in the present set-up. "It is well known that the collector of a district occupies a cardinal position in the administration. He is the local representative of the Government; he is the head of the Revenue department in the district; he is the executive district magistrate; he keeps in general touch with the working of all the departments in the district and with the increasing shift in the emphasis on developmental activities he is the person responsible for co-ordination and guidance in that respect."

Government and Bureaucracy

When does bureaucracy weaken administration

G. K. T.

Everybody knows what bureaucracy means. It consists in the large body of public servants engaged in carrying out Government policies and programmes. It is not associated with Governments alone ; all big organisations whether political, social or commercial have their own bureaucracies. All the same when the word bureaucracy is used most of us think of Government and specifically of the administrative apparatus of the Government. Large scale bureaucracies have become a feature of our times. According to the German sociologist Max Weber Bureaucracy has certain common features and these include organisation of officers according to the principle of hierarchy—that is one above the other, well marked jurisdiction, the emphasis on precedents, the existence of rules and procedures for every thing and the selection of personnel on the basis of technical qualifications. Bureaucracies are an important element in the administrative structure of an all modern Governments. According to Millet “An army is a bureaucracy—a large scale organisation for performing the aggressive and defensive policies of a nation. Government have always had a system of tax collectors—this is another part of bureaucracy. When kings had clerks to keep records for them, when the Romans established means for building roads when the decision making organs of Government determined to send representatives to foreign countries and in turn to receive the representatives of other nations bureaucracy was born. No Government outside a primitive society can exist without some degree of administrative machinery.”

Nevertheless a certain amount of odium has come to be associated with the term bureaucracy. Those who look down upon bureaucracy hold that it stands for certain undesirable features such as slow action (delay) a meticulous regard for rules and procedures (Red tape), a reluctance to make decisions, lack of initiative, too much concern for precedents, a fear of change, a plethora of paper work and a passion for status and security. It is not however fair to condemn bureaucracy on the ground of a few shortcomings because these shortcomings can be neutralised with a measure of vigilance and an alert public opinion. When all is said and done the fact stands out that without bureaucracy nothing is possible in a modern state.

In view of its key position in the Governmental structure it is possible for bureaucracy to weaken or demoralise the administration, if it is perverse in its outlook and attitude. Hyneman has identified five ways in which the bureaucratic apparatus of a modern democratic Government might undermine or destroy the Government. But these ways may not have a universal application. It cannot nevertheless be denied that it is possible for bureaucracy to impair the efficiency of administration in a number of ways. Firstly this may happen if the bureaucracy is not hardworking. Laziness is a greater bane in a democracy than in the case of ordinary individuals. In the case of individuals it will affect only their individual lives. But in the case of a bureaucrat it would affect the entire administration. The public servant is the repository of experience, knowledge precedents and it is his duty to make them available to the Government. Though it is not his business to formulate policies he can influence policies by tendering the right advice based on his expert knowledge. A lazy man will never care to do this and to that extent public policy will become vitiated. Even after a policy has been

laid down, it is possible for him to ruin that policy by indifferent or perfunctory implementation.

In many countries which have achieved freedom in the recent past the bureaucrat is not able to adapt himself to the altered conditions. Under democracy he is the servant and not the master and often times he is unable to reconcile himself to the role of a servant. This lack of adaptability produces frustration in him which turn produces an unhealthy impact on the administration. It is also possible for him to misinterpret Government policies or programmes or to attribute motives to those who are responsible for the formulation of policies. Thus he can create discontent among the people and hamper their co-operation with the administration. He can also identify himself covertly with opposition parties and thus create difficulties in the way of the implementation of any policy or programme. By indulging in corruption or jobbery he may tend to alienate public support from the Government and also may lower the Government in the estimation of the people.

Especially the civil servant who occupies the higher strata of bureaucracy can do much harm as far as administrative efficiency is concerned. His perverse outlook or attitude may prove infectious and people who work under him may copy his example. By his aloofness he may wean away the co-operative spirit of his subordinates. In a democracy he is not the boss but the captain of a team. Administration is a co-operative effort in which people with different backgrounds and attainments work together towards a common goal. In administration no single man can do anything substantially in isolation. His success depends on the way in which he secures the co-operation of those associated with him. This co-operation he can get only if he cultivates the correct outlook and attitude. If he fails to do so he can easily endanger the efficiency of the administration. The contagion of his bad example will be all pervasive and may weaken the very fibre of the administration. Recapitulating the ways in which bureaucracy can do harm to the administration. Hyneman says among other things that one of the ways is for the bureaucracy to misinform the public about the issues confronting the Government. They may also do harm by initiating and administering policies and programme contrary to the will of the people. They can also fail to advise the political executive in the formulation and implementation of public policies. Finally they can also cause the people to lose faith in the Government by a failure to perform the necessary work of the Government.

The question may now be asked as to what are the possible safeguards against such a contingency arising. The first safeguard is the cosmopolitan composition of the bureaucracy. A bureaucracy should never be composed of people drawn only from one strata of society or from one class or from one region. The composition of bureaucracy should be representative of all classes, all strata and all regions. Predominance of one caste or one class or one region spells danger. Secondly the political executive must be knowledgeable and alert. For integrity, impartiality and hard work it should set an example. It should not create the impression that it is dependent on the bureaucracy excessively. To this end they have to educate themselves in the art of public administration and study all the aspects of a problem themselves without leaving much to the bureaucracy. The harmonious relation between the political executive and the bureaucracy in U.K. is mainly due to the fact that the political executive is made up of brilliant men. Before such brilliant men, bureaucracy will think ten times before they deviate from the right path. Thirdly the public opinion through the legislature and the press should be alert. They should be the watchdogs of the bureaucracy without making inroads into its field.

Administration and Politics

M. G.

One of the unfortunate developments since Independence is that politics and administration have come to be mixed up. There is no doubt that much of the drawbacks of public administration has been due to this mixing up. The functions and sphere of both are separate. Both are necessary for human society. Nevertheless the success of any democratic system depends upon the proper adjustment between both.

Politics are necessary for any society. Aristotle said long long ago that man is a political animal. We know from experience that political power is essential for the life of man and society. One can well say that a society which has no politics may become anarchist. The student of public administration knows that there is no record of the continued existence of any society or civilisation in which political power is absent. "Society implies social organisation and social organisation requires among other characteristics the exercise of political power." The ends of political power are two fold. Firstly it has to be ensured that political power is exercised for the advancement of the general welfare of society rather than the gratification of the selfish urges of a few individuals or groups of individuals. Secondly it has to be seen that political power is exercised only in such ways as would ensure the worth and dignity of the individual. Only when these two goals of politics are forgotten politics become something synonymous with evil, and politicians are looked down upon. Observes an author, "We often hear remarks made which indicate an impression that politicians are a low set of fellows with selfish aims and corrupt practices who manipulate party politics for their own advantage and the less, self respecting gentlemen have to do with them the better.....Such a condition of political affairs is always due to the fact that citizens who are honest upright and public spirited who would not prostitute party power to personal advantage, who would not make party organisation a corrupt combination to secure places and profit, fail in the performance of their public duty and permit the party organisation to remain in unworthy hands." It therefore follows that a citizen has a paramount duty to keep politics clean. If he fails in this politics may degenerate into party squabbles and this in turn may affect administration, though theoretically both politics and administration have separate functions. These separate functions have been vividly set forth by President Wilson, early this century. He observed, "The field of administration is the field of business. It is removed from the hurry and strife of politics." He has also emphasised that administration lies outside the sphere of politics. Administrative questions are not political questions. Wilson supported his arguments by quoting the German writer Bluntschli. He says, "Politics is State activity in things great and universal" while administration is "the activity of the State in individual and small things. Politics is thus the special province of the Statesman, administration of the technical official." Thus the function of politics is to lay down policy and the work of administration is to implement it. But the point to be remembered is that though politics set the task for administration it should not be suffered to manipulate the offices under administration.

It has however to be stressed that though politics and administration are separate they do not function in watertight compartments. In the recent past some writers have criticised the distinction that has been made between politics and administration. They say that it is wrong to say that policies

can be formulated without the advice and assistance of the administrative staff. There is hardly a Minister who is not influenced by the advice of civil servants while formulating policies. As a matter of fact it is the experience, and knowledge of the civil servant that gives shape to the policy proposed by a Minister. Thus administration plays a part in the formulation of policies which is the concern of politics. Harold Laski has supported this argument. "You cannot ask an able man to concern himself with questions like education, public health, factory legislation, safety in mines without two consequences following. To ask him to discover facts is to ask him to indicate conclusions and the very fact that he reports conclusions necessarily indicates a theory of action....There must be principles of action to be decided upon; and the civil servant whose life is passed in dealing with that knowledge will naturally advise upon those principles. Because moreover he has ability he will also have views, he is not and he cannot be a die to receive without direction the imprint of Ministerial direction. It is his business to tell the Minister what in his judgment are the probable consequences of any policy for which the Minister proposes to be responsible. He must warn against this line and urge the wisdom of that.—A policy which was separated from official experience would almost certainly be ignorant and not seldom disastrous." Pfiffner has pointed out that the separation of politics and administration does not mean a separation into two watertight compartments. In practical experience questions of politics and administrative action are closely intertwined.

There is no denying all these facts but the fly in the ointment is the almost daily interference of politicians in the day-to-day administration. This phenomenon is rather common in many of the Eastern countries, where democracy is still in its infancy. It is one thing for Ministers to consult civil servants and the latter to tender advice; it is however another if the Minister interferes in the day-to-day administration suggesting that such and such things should be done like that, that such and such men should be appointed in such and such places that such and such men should be promoted to such and such posts. This is a case of the Minister administering and not controlling the business of administration. In some countries these things are done not only by Ministers but also by party politicians. It is such things that tend to discredit politics and demoralise the administration. As pointed out earlier the goal of politics is to ensure that power is exercised in the interest of the general welfare of the community and not in the interest of the few. Ministerial or political interference in administration tends to defeat this purpose. It harms the general welfare by sacrificing it for the interest of individuals or groups or party. It also exerts an unhealthy impact on administration. It leads to the appointment of political in public service and thus introduces politics into the field of administration. It tends to discourage honest work and public servants develop a tendency to look to political quarters for official advancement without acquiring merit through hard work.

They also seek to please their political superiors by trying to promote party interests. Administrative questions come to be decided on political considerations and administrative action comes to be coloured by political influence. A whole train of evils thus follow. This is what has to be deprecated while at the same time appreciating the organic connection between administration and politics.

Leaves from History

Patronage in Public Service

How an administrator fought the evil

(RESEARCHER)

Patronage in public service is not a new phenomenon. It is as old as human society itself. In India one can say that it was a great principle of administration under the East India Company rule. The Directors of the East India Company looked upon their power of patronage as one of their precious assets. Each director vied with the other in exercising this patronage. It is reported that one of the directors appointed not less than seventeen of his relatives under the East India Company in India. The service became practically the monopoly of certain families in England. A writer of the 19th century has commented pungently on the calibre of the appointees under the Company Rule. "Those who came hither were often desperate adventurers whom England in the emphatic language of the scriptures had spued out; men who sought these golden sands of the East to repair their broken fortunes; to bury in oblivion a sullied name; or to wring with lawless hand from the weak and unsuspecting wealth which they had not the character or capacity to obtain by honest industry at home. They cheated; they gambled; they drank; they revelled in all kinds of debauchery; though associates in vice—linked together by a common bond of rapacity—they often pursued one another with desperate malice and few though they were in numbers among them there was no unity except an unity in crime." But the morale of these recruits did not count much so long as the company was engaged in commercial activities. But after 1757 until 1833 the company became a quasi public corporation. Side by side with commercial activities they also shared in the administration of the country. It was during this period of transition when the company switched from mercantile business to partial administrative duties that Lord Cornwallis took charge as Governor-general. He is the builder of modern district administration. To him belongs the credit of liberating the administration from the shackles of commercial tradition and reorganising the civil service on modern principles of public administration. Soon after he assumed charge he addressed himself to the task of stabilising the district administration. He reduced the number of collectors and increased their salaries. His instructions to collectors were significant and though more than a century has passed these instructions have not lost their validity. He enjoined the collectors to be fully alive to their high responsibilities imposed on them and to try to prove equal to them "because the happiness of the individuals under their authority, the prosperity of the country at large and the interests of the company which are inseparably connected with the two former objects depended in a great measure on their good management." The collector of those days was more or less an undiluted despot. In the hierarchy of administration he became the bottleneck through which all lines of control were to pass. As an administrator he valued honest and zealous service above everything else and though a champion of economy he never carried out economy measures at the expense of administrative efficiency.

In his fight against patronage system he was far in advance of his times. He was vividly aware of the evil consequences of the patronage system. It pushed up average or incompetent men to key positions; it lowered the morale

of public servants; it created discontent which in turn struck at the root of efficiency and finally it impaired discipline and disrupted team work. It is said that he went to the extent of refusing candidates recommended by the Prince of Wales and even the Queen. He wrote to Lord Sydney "Lord Ailesbury has greatly distressed me by sending out a Mr. Rito recommended by the queen; but I have too much at stake. I cannot desert the only system that can save this country even for sacred Majesty." On another occasion he refused to entertain a candidate recommended by his friend Dundas and wrote to him, "I must my good friend recall to your recollection that no Governor in India can confer an office or employment worth holding or indeed any substantial favour on a person who is not a covenanted servant of the company without essentially injuring public interests and committing an act for which he deserves to be impeached." These words speak for themselves. They are as relevant today as when they were written.

Administrative Leadership

The ability to inspire confidence based on knowledge, the capacity for sustained effort or stickability especially in adverse circumstances, honesty of purpose and a willingness to shoulder the burden of decisions—all play their part in the making of a leader.

KING AND HISLOP

(Continued from page 19)

has been a respect for the individual and a guarantee that man shall not become a tool of the State; a guarantee that his free initiative in economic and social matters will be limited only by the needs of the fraternal group; and, above all, that his rights and individual dignity, as defined in society's basic code, are not subordinated to the abstract concept of the State. Thus, the democratic way, in the modern world, offers not only a rich increase in material progress, but freedom for all men to reap the ensuing benefits of that progress.

Lessons in Community Development

KURIANSON

LESSON 8

Rural Experiments—their impact

Q. You have described three rural experiments of the British period. You have also mentioned how each of them concentrated on particular aspects of uplift work. Can you now briefly indicate what is the sum total of their contribution to uplift work?

A. Yes. But as I told you their total contribution to uplift work was negligible. You know the rural problem in this country is a massive problem and a few sporadic efforts can only amount to scratching the surface. Further there were some inherent weaknesses in respect of these experiments.

Q. What are those weaknesses? Can you briefly indicate?

A. I shall rapidly mention two or three. Firstly, the experiments were done in a haphazard fashion. They were not done under the auspices of a single central agency. They were not the outcome of any settled policy. There was no planned approach to the problem. These experiments were more or less isolated efforts. Hence they were not bound to leave any permanent mark. Dr. Spencer Hatch may be quoted in this connection. He says, "We need to get away from the lamentable fragmentation of efforts which has resulted in regrettably small results from the expenditure of public funds depriving the development movement of its effectiveness. The number of minor officials who deal with his problems the villager cannot understand and often does not trust. Representing different departments with little co-operation between them and no connected plan of work, one visitor collects revenue, one advocates co-operative credit and another improved seeds and new implements; another comes to inoculate cattle, another to vaccinate children, another deals with sanitation and another inspects the village school."

For another weakness, the attack on the rural problem was not comprehensive. As pointed out earlier the rural problem is not a single problem but a bundle of problems. It has to be attacked simultaneously and at all points. The Indian villager needs to be helped on all fronts if he is really to be benefited. "The problems of rural reconstruction" says a writer "are manifold and closely related one arising from the other; therefore they have to be attacked together. In trying to solve the health problems one runs into the economic problems and in trying to solve the economic problems one becomes involved in educational problems. Social and religious problems arise in every situation." All these problems are closely related that it is not possible to deal with them separately and in isolation. Hence "experiments in agricultural improvements must go hand-in-hand with prohibition and simple marriages, fostering of cottage industries with the running of schools and dispensaries, schemes in road construction and small irrigation projects to be initiated with sports clubs and cultural squads. Village sanitation must be enforced with libraries and museums."

For a third weakness there was no public co-operation. The rural folk were generally indifferent though the efforts made were for their own good. When Government departments sponsored the effort the people distrusted the motives behind it. The people were also not taken into confidence in the

matter. Their felt needs were not taken into account. Government did what they thought best in spite of the indifference of the people. The result was that when Government agencies withdrew the work fell flat. It has been said that doing uplift work without the co-operation of the people is just like rolling a stone uphill. When the effort to roll is stopped the stone recedes to the original position.

The lack of experience and equipment of those employed for uplift work, where Government did the work also proved a handicap. For instance the guides employed under the Punjab experiment had poor academic qualifications besides being inexperienced. They therefore commanded little respect from the villagers. The shrewd villager seldom took the guides seriously.

Again there was awful lack of co-ordination. Too many cooks spoil the broth. Too many departments put their shoulder to the wheel. There was as a result much overlapping. One writer on the subject observes, "The six square yards of the Indian villager's hut are looked after by six different departments at six different times of the year. One vaccinated his children the other inoculated his cattle, a third offered manure, iron ploughs, etc., and so on and so forth. Apart from this different pieces of advice were tendered by different departments. The agricultural department for instance encouraged manure pits while the health department said that manure pits bred flies and flies brought disease. The upshot was that the villager was left confused."

Lastly the experiments were conducted single handed. Those responsible for the implementation of the experiment did not care much to harness non-official organisations to assist them. Rural uplift is a colossal job and it cannot be done well by a single agency alone. Non-official organisations have to be fully pressed into service for the purpose. Where this has not been done the effort proved like building on sand.

Organisation

Of the two elements necessary for the prosperity of a political institution, organisation is the more important for with bad organisation an institution endowed with power will lose it, but with a good organisation an institution starting with little power may increase it as it goes along.

ROSSI

Rambles in Officialdom

(CANDIDUS)

XV

Service Unions (In Co-operative Spirit)

Sir Walter Ralieggh once wittily told Queen Elizabeth that there was always safety in a multitude—safety not for each or any individual therein, as he might be crushed to death in a stampede if he was weak ; but a sort of collective safety in such an event to the others comprising of the multitude as no single person therein can then be held responsible for the tragedy, nor can they be collectively hanged for it. On the other hand there is strength in any service union (Remember the proverb, "Union is strength")—Not strength for the unknown member therein, nor even so much for the whole set collectively but certainly strength for the leaders of the union. Theirs is a strength which they get by virtue of their position as your leaders and as fighters for your rights and privileges—yourself remaining in the background and giving material and moral support, unless you choose to take up the intermediate role of an 'Active Worker' which definitely is no stepping stone for leadership ; which—latter as in politics—requires entirely different qualities. And leaders of the present age are more concerned about the size of their following than the onus of leadership. The bigger the leader if the bigger is his following ; and the whole principle of democracy is one of emphasis on the biggest, though the biggest may not always be the best. But in the long run a union, apart from its numerical strength, is only as strong as its leaders, just as a chain is as weak as its weakest link. Thus the biggest of unions have often tumbled and crumbled during a schism in critical phase of its politics and in the face of a real leader who is able to rally support enough to break the conventional leadership, give a correct lead and is able to move the administration from its natural position of complacency and intransigence in matters affecting the masses in service.

Once a union is thus regenerated it tends to run in the same groove as before. In day-to-day affairs, in practice, the union is another administration within the administration, a set of wheels within wheels. No wonder therefore if the bureaucrat resents the system of parallel government questioning or criticising his *modus agendi* at every stage. In public service three factors count.—The Administration, the Service Union and last but not least, the Public, which both the former profess to serve. If the state of affairs be really so, it is certainly laudable and the public should be thankful to both and congratulate itself on its luck that there are two bodies so keen in their competition to serve it. But unfortunately, the Administration as well as the Service Union have their own notions about serving the public, not so much different in the objects but as in the methods, and here is the rub. Often they do not see eye-to-eye on the same question, with the result that the public whom both claim to serve suffers in the bargain ! In times of crises it is pathetic to see each of them trying to woo the public to its side.

The declared aim of the service union is the betterment of the service conditions of the workers by bargaining with the authorities. When the authority is the government of the land itself, it is definitely no easy matter as there is no higher statutory authorities to refer to in case of a real dispute. The Government has always insisted on saying that its workers enjoy the best of conditions—better than those obtaining in the private sector—under the prevailing circumstances. Whatever may be the facts it knows fully well that no part

of the private sector is going to challenge this tall claim of its, so long as the government happens to be the biggest employer. In any underdeveloped country this is bound to be so particularly with a government trying to spread its tentacles far and wide. Under these conditions the net achievements of the union can only be some periodical meetings, some longdrawn parleys with not-so-successful results, and some minor gains. But the leaders of the union who have to entrench their positions would maintain that much has been achieved by them and much more is yet to come.

The union is admittedly an instrument of power ; and wherever power is politics is bound to be. Naturally it is group politics only, as they are all of one party—the party in opposition so to say. The union is a democratic body with all the virtues (and vices) of democracy—elections (with a fanfare) ; conferences (on a grand scale and with the venues changed from time to time) ; committees (fortunately no commissions which being more costly affairs are left to their opposites) ; seminars—and these have come to stay in place of symposiums of the not-so-old days, though God only knows the difference between them, (these are only for the participation of the elite brethren) the working groups (a euphemistic name for a set of partymen having no work idly busying themselves at the party's behest on any topic of the day) ; and anything else yet to come with a new fangled name. A common feature with the democratic institutions is the way in which they multiply themselves—group-war, functional-war, and regional-war (these phrases are not of King's English, nor of Queen's English, but of Indian English on the same lines as year-war, an official phrase to mean yearwise nowadays.) The union as a democratic institution is no exception to this. When there are a multiplicity of voices the government proclaims, "One service, one union" ; and the rejoinder is "One leader one union" ; and from the pellmell a federation is born ; and again from the federation a confederation. The underlying aim is to make it formidable *vis-a-vis* the opposite party ; and to provide labels for some more mouthpieces. It is certainly not a workable proposition that the chief of the federation meet the respective ministers of the departments concerned and that of the confederation meet some higher authority in case of a vital issue to be taken up with the government of Bharatania. Nor is a confederation a much-needed co-ordinating body. It has to be there because Sri X is to be provided. In the words of the great Dada, the patron saint of service unions in Bharatania, "A union is to be closeknit at the bottom, which consists of followers, and has necessarily to be looseknit at the top, which consists of leaders."

An entertaining part of the union activities is the routine meetings with the authorities right from the divisional level up to the one with the departmental head. The lower down the level the more farcical the affair, which boils down to discussing a few minor grievances of local importance and not infrequently carried over to next on some pretext or other. There once remained a Class IV officer, very good at haranguing to his colleagues and on that account elevated as their spokesman for these meetings in a division where the administration was represented by a "Character" of very suave and disarming manners ; somehow the former felt very diffident face to face with the latter. And a face-to-face meeting could not be avoided because the union work had to be done ; but certainly there was a way out for avoiding an eye-to-eye meeting. He therefore attended these meetings putting on the darkest of the goggles—with a mirrored surface in the front as of the latest American fashion making the eyes inside the goggles completely protected from being seen from outside—and while he talked, his points, he indeed did them blind-fold—and no wonder he often scored a point !

Registered No. M. 7108

THE K. C. P. LIMITED

REGD. OFFICE

38 MOUNT ROAD

MADRAS 6

Telegrams: "KECEPE"

Phone: 84442 (3 lines)

MANAGING AGENTS:

V. RAMAKRISHNA SONS (PRIVATE) LTD

Chairman: Sri V. RAMAKRISHNA, M.A., C.I.E., I.C.S. (RETD.)

MANUFACTURERS OF:

WHITE CRYSTAL SUGAR, DENATURED
SPIRIT AND CONFECTIONERY AT
VUYYURU, KRISHNA DISTRICT

★

"PORTLAND CEMENT" AT MACHERLA, GUNTUR DISTRICT

★

Complete Cane Sugar factories in collaboration
with
Societe Fives -Lille—CAIL Paris

MACHINERY FOR CEMENT, SUPERPHOSPHATE
AND CHEMICAL PLANTS

Workshops at

TIRUVOTTIYUR MADRAS 19

★

"CONSULT US WITH CONFIDENCE"

For an Administrator's note-book

Civil servants

"As a true servant of society the administrator must always remember that every action of his has a moral implication. Respect for human personality is one of the fundamental tenets of democracy and one who degrades human personality or debases human values, sins against democracy. In discharging his duties a civil servant must be prepared to subordinate his private interests to the greater good of the community. If those who are responsible for running the administration become selfish parochial or partisan in their outlook and behaviour, the organisation begins to rot and decay. No administrative organisation can endure if nepotism and corruption begin to eat into its vitals. The enduring power of a social organisation depends upon the moral fibre of its leaders. It is therefore of great importance that both the political leadership as well as the administrative agency give greater attention to the strengthening of the ethical foundations of our administration.

Most of the difficulties in the relationship of the bureaucracy and the political leadership arise because the former is very often wrapped up in red tape and administrative procedures and the latter shows impatience to achieve quick results.

In a democratic administration it is not enough to get the job done expeditiously and economically; we must also create conditions under which all the people involved in the administrative hierarchy feels that they are participants in a common enterprise. It is only by developing such a co-operative attitude that the creative energy of the people will be released and nurtured thus making them self propelling and active participants and not mere cogs in the administrative machinery. It is the task of a good leader to mobilise the people for the pursuit of those desirable objectives which have been accepted by society. It is also his responsibility to ensure that all those who are associated with him get the satisfaction of contributing their labour in a creative effort.

The civil servants also should not consider the service merely as a means of livelihood but as an opportunity for service.

—DR. K. L. SHRIMALI

PRINTED BY M. G. DANIEL AT THOMPSON & CO PRIVATE LTD (MINERVA PRESS)
33 BROADWAY MADRAS 1 AND EDITED AND PUBLISHED BY THOMAS K. GEORGE UNDER THE
AUSPICES OF SARDAR PATEL INSTITUTE OF ADMINISTRATION MADRAS 31

For Quality Printing Consult

Thompson & Co Private Ltd

MINERVA PRESS

(ESTABLISHED 1890)

PRINTERS - -	Printers in
PUBLISHERS - -	ENGLISH - - -
STATIONERS - -	TAMIL - - -
DIE STAMPERS - -	TELUGU - - -
TYPE CASTERS - -	HINDI - - -
RUBBER STAMP &	SANSKRIT - - -
BLOCK MAKERS -	CANARESE - - -
	MALAYALAM - -
	URDU & MARATHI

Post Box No. 1969 33 BROADWAY MADRAS 1

Phone : 3841

Grams : "THOMPRESS"