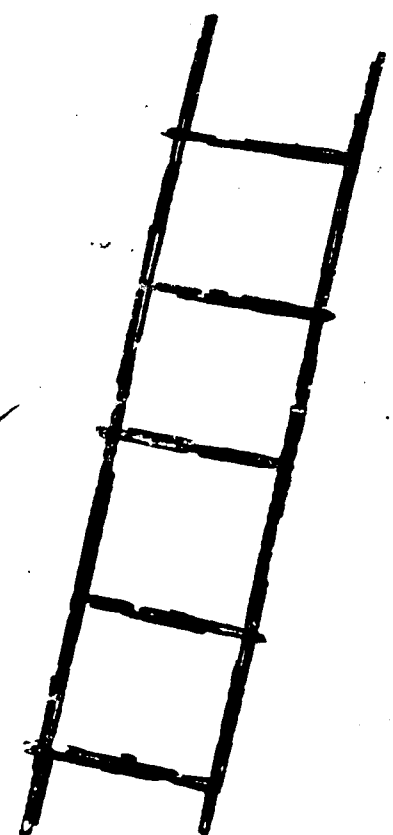
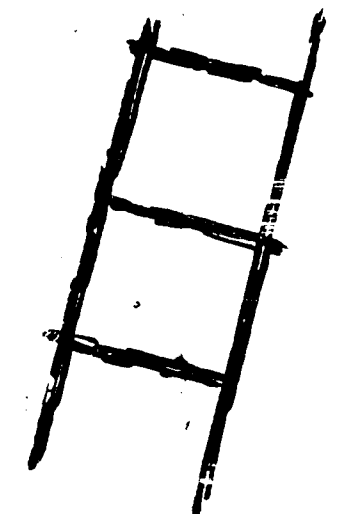


# THE NEW ADMINISTRATOR



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Vol. III No. 12

OCTOBER 1961

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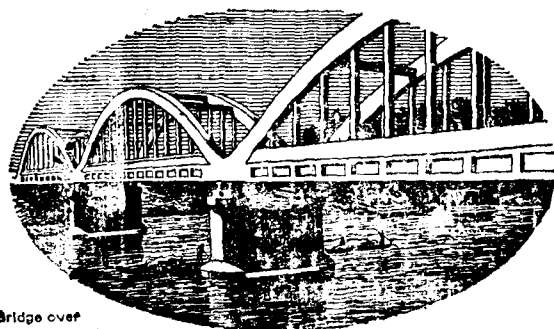
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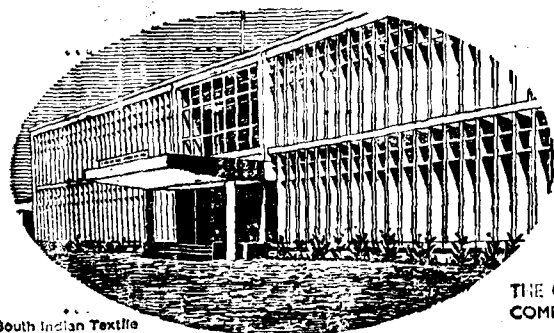
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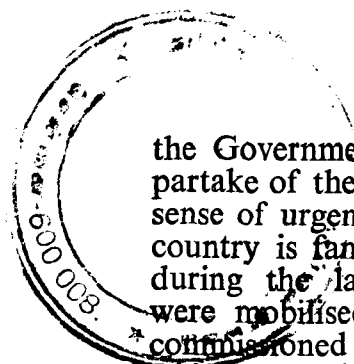
OCTOBER 1961

No. 12

## MEN BEHIND THE JOB

Writing under the caption "Crisis in Administration," the Eastern Economist recently said, "All in all one might look upon the current administrative apparatus with far less enthusiasm than one did at the beginning of the Second Plan. The administration is running down and needs at once a new orientation and framework within which to face the larger burdens of the Third Plan." More recently an English daily speaking on the same subject commented thus: "A persistent question often posed in connection with the successful execution of plan schemes is that of proper personnel, the right men for the job. The importance attached to this aspect is evident in the Third Plan approved by the Union Parliament which rightly says, 'planning involves material investment; even more important is the investment in man'—people with courage and enterprise who by dint of hard work and spirit of endurance are capable of initiative and have the capacity to take firm decisions. Experience during the two plan periods has shown that we awfully lack in personnel of such calibre—quite often when we trace the reasons for malpractices, failure to achieve targets, inefficient execution of schemes, we invariably find that such results were due to incompetence, lack of knowledge, specialised training and initiative of the top personnel."

These comments from responsible quarters reveal the extent to which the public mind is gravely exercised over the deficiencies in administration especially in the context of the Third Plan. No doubt Governments both Central and State are cognizant of this fact and now and then and here and there they have taken measures to tone up administrative efficiency. But the impression one gains is that these measures are wanting to be more organised, systematic and coordinated. What is required is not a number of piecemeal measures taken at different times by different States, the Central and State Governments acting independently of their own accord, but an intensive and persistent drive organised under the guidance of



the Government of India on an all-India basis. It should partake of the features of a military campaign animated by a sense of urgency and dominated by a unity of purpose. Our country is familiar with the publicity campaigns conducted during the last war when the resources of the Government were mobilised and the services of private organisations commissioned to focuss public attention on specific matters which were vital to the country's interest at that time. A similar approach is necessary at this moment. The Government of India can provide the broad guidance and the State Governments have to be responsible for detailed execution with such supplementary measures as local conditions warrant.

It may not be out of place here to indicate some of the broad lines which the proposed campaign may pursue. Firstly efficiency of administration depends on the efficiency of individuals who are engaged in it. Their efficiency, speaking generally is very low now and it has to be improved. This can be done only by an organised dissemination of information among public servants through books, journals, lectures, study groups, etc. Efficiency is a composite article and knowledge is an essential ingredient of it. This fact has to be repeated again and again since there is a lack of appreciation of it in many quarters. The general impression is that acquisition of knowledge, is purely a matter of individual discretion and Governments have little to do with it. This is a wrong approach. When Governments are responsible for efficiency and efficiency is partly dependent on one's knowledge, it behoves the Government to see that such knowledge is acquired by public servants and facilities to that end are provided by the Government. In commercial organisations in the West ample facilities are provided by them to their employees to achieve their self development through training and acquisition of knowledge and those who do not make use of the facilities are either not encouraged or dispensed with. A similar attitude is necessary here also if individual efficiency is to be improved.

Secondly administrative control has to be tightened. The essence of control is to see that things are done in a just manner, in accordance with rules and as quickly as possible. Administrative control has both a positive and negative aspect. The positive aspect is to provide instructive guidance to subordinates so that they may not commit mistakes while the negative aspect is not to give such guidance but pounce upon subordinates when they commit mistakes. The punitive aspect of control is only its less important aspect. Since independence

positive control is much in demand and the lack of this is largely responsible for administrative delays, irregularities, and ineptitude. Thirdly supervision inside the offices is deplorably inefficient, and has to be improved. The need for this will be clear to any one who has contacts with a public office. Competent supervision is an essential of effective administration. Now in many offices it is a case of blind leading the blind or the blind left to shift for himself. This has produced many draw-backs in the day-to-day administration and has contributed much to create a poor impression in public minds about Government offices. Fourthly there should be more frequent inspections of public offices. Now inspections are merely an annual affair. These should be more frequent. Every district may do well to have a permanent inspection staff just as we have travelling squads for surprise checks in Railways. The possibility of an office being inspected at any time without notice would itself act as a stimulus to keep things shipshape at all times.

With only a few months for the elections, the political Executive at the Centre and in the States is naturally preoccupied with political matters. A special responsibility therefore rests with the Secretaries of the various Ministries at the Centre and the Chief Secretaries in the States. As heads of the permanent services their responsibility is inescapable. They have to take the initiative. This is not a matter in which they can shift the blame for inaction on the political executive.

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**The New Administrator***Annual Number 1961*

The Annual Number of THE NEW ADMINISTRATOR is scheduled to be released in the first week of December 61. It will be a bumper issue covering November and December and providing rich and varied fare for our readers.

MANAGER

## News and Notes

### Life Insurance Corporation

The statement of Shri P. A. Gopalakrishnan, Chairman of the L.I.C. at the 64th meeting of the Life Insurance Corporation reveals that the organisation has made quick strides in many directions during the year 1960. The new business amounted to Rs. 498 crores covering 1.26 million policies as against Rs. 429 crores covering 1.15 million policies in 1959. The premium income increased from Rs. 84 crores in 1959 to Rs. 97 crores in 1960 and the total income exclusive of refund of tax from Rs. 105 crores to Rs. 122 crores. The period also witnessed a rapid expansion of business in the rural area. In some States Panchayats and co-operative societies have been utilised to secure rural business. Rural publicity was intensified during the year. Life Insurance literature is being distributed through Community Development Blocks and Panchayats in addition to the normal channels. A mobile publicity van equipped with projector and films has been provided to each zone as an experimental measure. These are becoming increasingly popular, judging from the amount of business secured through them. Similarly the system of Insurance without medical examination up to certain limits and within certain age groups is also proving popular. Foreign business has shown a steady upward trend and the net foreign exchange earned amounted approximately to Rs. 2.5 crores. Administrative efficiency has also been toned up. Practically every divisional office has one or more instructors to train newly recruited assistants and also existing assistants who need training. The Officers' Training College at Nagpur has already trained 536 officers and supervisory personnel. Steps are also being taken to accelerate the despatch of business and to assess the minimum requirements of each office on a more scientific basis. There has been a big drop in the number of complaints received and this is an index of the extent of improvement in the matter of administrative efficiency. Field efficiency has also been stepped up. The development training centres in all the zones are training field officers and agents. So far 5,214 officers and 4,844 agents have been trained. Partly due to this training the average output has increased.

### Minor Irrigation Works

Minor irrigation works covering large tracts of rural areas made a major contribution in stepping up agricultural production during the First and Second Five-Year Plans. Minor irrigation works comprise wells, pumping sets, Persian wheels, tube-wells, tanks, small dams, bundhis, embankments, anicuts and channels, and individually cost Rs. 10 lakhs or less. As compared to large-size works, known as major and medium irrigation works, small irrigation works can be executed in relatively shorter period with more or less local resources of men, material and equipment. Also, they entail small outlays and there is only a

short lag between their completion and the realisation of benefits. Commensurate with their potentialities, financial loan is made available to cultivators, individually or in groups, by the Government to encourage construction of such irrigation works, particularly in backward and unproven areas. Subsidy up to 25 per cent of the total cost is also given whenever considered necessary. Till 1960-61, minor irrigation works accounted for 39 million acres, as against the total of 70 million acres of irrigated area. This also included 9 million additional acres under the minor irrigation programmes of Grow More Food and Community Development during the Second Five-Year Plan. The relevant figure for major and medium irrigation is 6.7 million acres. To enable States to accelerate the tempo of minor irrigation schemes, the Central Ministry of Food and Agriculture made a provision of Rs. 27.94 crores during 1960-61. The total Second Plan expenditure on minor irrigation under the Grow More Food sector is expected to be of the order of Rs. 100 crores. During the Third Five-Year Plan, the gross area to be irrigated is estimated at 25.6 million acres, of which 12.8 million acres, or half of the total irrigated area, is to be covered by minor irrigation schemes. Nearly 3.3 million acres, out of the total area under minor irrigation, are to be covered under schemes of Community Development. With the total outlay of Rs. 250 crores, besides finances which Co-operative agencies may provide, minor irrigation is one of the major investment programmes in the Third Five-Year Plan. Alongside implementation of the expanded programme of minor irrigation during the Third Plan period, schemes have been formulated to introduce improved methods of irrigation. Proper utilisation and maintenance of irrigation works and streamlining the connected technical and administrative organisations are some of the other measures envisaged during the Third Five-Year Plan. The obligation for construction and maintenance of field channels, bunds and tanks and desilting of the beds of tanks is to be entrusted to village panchayats.

### Tribal Welfare in India

The total population of Scheduled tribes, according to 1951 census and the list revised in 1956, was estimated at 22.5 million. The "denotified" tribes (formerly described as 'criminal' tribes) comprised 4 million. To assist tribal population to reach a level of well-being comparable to the rest of the Community, the Constitution has provided for special safeguards. These include reservation of seats in the Legislatures, recruitment of tribal candidates to services and posts in the Union and State Governments, administration of schedule and other tribal areas, appointment of a Special Officer to investigate into the working of the safeguards and appointment of a Commission to report on the administration of the scheduled areas and the welfare of the tribes. The Second Five-Year Plan provided for an expenditure of Rs. 43 crores on welfare of scheduled tribes and Rs. 2.89 crores on welfare of "denotified" tribes as against Rs. 19.83 crores.

1956-57 to 1958-59, the total expenditure incurred on Centrally-sponsored schemes was over Rs. 6.48 crores on scheduled tribes and over Rs. 42 lakhs on "denotified" tribes. The expenditure in 1959-60 is estimated at Rs. 5.21 crores and Rs. 20 lakhs respectively. The expenditure on the State sector during the first three years of the Plan was about Rs. 11 crores on scheduled tribes and Rs. 73 lakhs on "denotified" tribes. The estimated expenditure during 1959-60 is Rs. 5.91 crores and Rs. 42 lakhs respectively. The programmes falling in the Central sector covered schemes of special importance for the advancement of scheduled tribes. They include tribal development blocks, improvement in shifting cultivation and settlement of shifting cultivators, organisation of forest co-operatives and multi-purpose co-operative societies for marketing and sale of essential commodities required by the tribes for their agricultural and domestic needs. Schemes carried out during the last decade considerably supplemented benefits accruing from development in different fields such as agriculture, co-operation, irrigation, small industries, communications, education, health, housing and rural water supply. The main agency for execution of tribal welfare programmes are the State Governments, but voluntary organisations engaged in welfare work are given liberal grants-in-aid. The Government of India gave grants to eight non-official agencies of an All India character to further welfare of the scheduled tribes. The proposed outlay on welfare schemes during the Third Five-Year Plan is Rs. 60.43 crores for scheduled tribes and Rs. 4 crores for "denotified" tribes. The Plan also provides for 300 tribal blocks, which would aim at intensive and co-ordinated development on the general pattern but modified to suit tribal conditions.

#### Inflation

Unless we break the backbone of growing inflation, we are going to have greater inequalities in the country which would defeat the objective of social justice, observed an eminent economist, Dr. A. Krishnaswami, M. P., at Bombay. Speaking on "The Third Five-Year Plan—Its Premises Examined" under the auspices of the Forum of Free Enterprise, Dr. Krishnaswami deplored the "obsession of the Planning Commission with mere investment, while paying little attention to the best use of the invested amount." Even the best of our industries are run only up to 80 per cent of their capacity, he added. The Member of Parliament urged proper priorities for production, "Would the heavens have fallen if the Defence Ministry had not entered into contract with a Japanese firm for the manufacture of taperecorders?" he asked, pointing out that Japanese know-how could have been bought to increase agricultural production. He urged the greatest attention for agriculture. Dr. Krishnaswami suggested a system of incentives and disincentives to increase industrial production. "Physical controls would not help," he added. More attention to export items, particularly traditional items like jute and tea, was required, according to the economist. He suggested utilisation of idle agricultural labour for labour-intensive projects. The

Planning Commission had not paid much attention to this important sector of our economy, he asserted. Dr. Krishnaswami said that austerity measures were mostly unreal, because the prerequisites amounted to a much greater burden. He urged greater attention to the unemployment problem, which would be aggravated by the entry of 50 million new entrants in the next 15 years.

#### Railways and the Third Plan

The Third Plan of the Railways has been formulated on the basis of an expected originating traffic of 245 million tons in 1965-66. This is 91 million tons more than what Railways handled at the end of the Second Plan. In respect of passenger traffic the railway programme provides for an increase of three per cent per year in the non-suburban traffic. The increase in the suburban traffic is likely to be of a substantially higher order. Of the total increase of 91 million tons of freight estimated during the Third Plan, 79.5 million tons are accounted for coal, steel and raw materials for steel plants, cement, iron ore for export, etc. The remaining 11.5 million tons represent expected increase in general goods traffic. The rapid development of the country's economy over the past decade has placed heavy demands on transportation system. The Railways, on whom the main burden falls, are handling today 100 per cent more freight traffic and 27 per cent more passenger traffic than they were handling before the commencement of the First Five-Year Plan. The main task during the First Plan was the rehabilitation of railway rolling stock and track renewal which had been subjected to great strain during the preceding years. In the Second Plan, in addition to making up the arrears of replacement, emphasis was laid on augmenting line capacity and procurement of additional rolling stock to meet the increasing demand for railway transport arising from the increased production in the agricultural and industrial sectors. During the two Plans, the number of wagons, in terms of four-wheelers, has increased from 222,441 to 341,041 that of coaches (units) from 20,502 to 28,171 and locomotives from 8,461 to 10,554. About 13,00 miles have been doubled and 800 miles electrified, 1,200 miles of new lines added to the system and 400 miles dismantled during the war have been restored. The originating traffic on the Railways has shot up from 91.5 million tons in 1950-51 to 154 million tons in 1960-61. The average load of freight traffic has gone up from 292 miles to 354 miles, during the period. In terms of tons originating, the volume of traffic has increased by 69% and in terms of ton miles it has gone up by over 100 per cent. It has been recognised that the demand for transport has risen at a substantially faster rate than the increase in national income or the growth of production in any major sector of the economy during the period.

### India's Progress

In the issue of the *New Statesman* of July 28, Kingsley Martin under the heading "India's Leap From Feudalism" discusses the economic progress noticeable in the majority of Indian villages. After paying tribute to Administrative Officers in the villages for their "devotion, their ability and in general for their easy relations with peasants", Kingsley Martin observed: "India has built some of the most remarkable public works in the world. Great dams provide power and water for millions of people and if there are still some villagers who will not even dig a trench to carry water few yards to their fields, there are, of course, many others who are on the way to new prosperity. Even a passing visitor like myself can visit in a single morning one village that is entirely primitive and another where new wells have been built and insulated from contaminated soil around them; where experiments are being tried with improved seeds and imported stock..." "My plane, when I travel to the East is a time machine. I am excited by the knowledge that I am about to watch the disintegration of middle ages and the beginning of modern history. India is attempting peacefully to jump into twentieth century from the eastern equivalent of feudalism. This is to do in a generation what took Europe three centuries of turmoil and bloodshed. The West had painfully to rid itself of villeinage and all the limitless complexity of land tenure which the European historians have patiently unravelled from manorial manuscripts. The process was not completed until in the sixteenth century precious metals from the new world disrupted the traditional economy. It is India, rather than Britain, which has reached the Elizabethan age today and the technology of the West is now transforming the East far more rapidly than the new wealth from America disrupted the European society three hundred years ago. Seen in this perspective, India's progress from feudalism must seem wonderfully rapid. Yet our age requires even greater speed. Other parts of Asia are moving too fast by comparison..." "There is progress but it will not become swift enough nor stable unless the younger generation of Indians themselves, scientifically minded, realise that the progress of their country is not assured or automatic and that it will not be achieved if they are themselves content to sit in cafes in the cities discussing why they are unemployed. The politics of independence are not enough. The task that the twentieth century imposes on them is nothing less than to identify themselves with the revolution on land and to teach themselves how to pass on their new knowledge to the millions of still unrevolutionary peasants."

### Autonomy of Public Corporations

Calling for greater autonomy for public corporations, U. S. Ambassador John Kenneth Galbraith, in an address at the Indian Institute of Public Administration, said that autonomy and the independence to pursue clearly specified goals are of the utmost importance to public corporations. He

said that the two essential requirements for the success of a corporation in the public sector were "autonomy" and "clearly specified goals." There should be a high premium on timely decision, Mr. Galbraith asserted. "Perhaps the most distinctive requirement of the industrial establishment, as compared with the traditional government agency," he said, "is its dependence on timely decision. In the industrial firm a bad decision made on time will not usually be as costly as a good decision made too late. The bad decision can often be reversed at low cost. The time lost waiting for the good decision can never be retrieved. In both modern American and modern Soviet organisation, the Ambassador said, "there has been a large measure of accommodation to the requirements of the corporate personality for autonomy." "It is in the case of the public firm in the parliamentary democracy," said the Ambassador, "that the accommodation is most difficult, for there the firm must contend with forces that make for the kind of intervention that is most destructive of the corporate personality. At the same time the goals that are essential for the full achievement of the firm are not always clearly defined." The autonomy of a public corporation should extend "to the right to make mistakes, for error will often be the price, and a small one, for expedition...The delay that excludes error is the unforgivable mistake..." The intrusion of politics and patronage into the public corporation is deeply subversive of the subtle relationships on which an effective development of this synthetic personality depends. But so also can be the intrusion of civil service procedures and routines. The goals set for a public corporation must be clear and utterly explicit, asserted the Ambassador. "If I had to lay down a measure for performance for the publicly-owned corporation in the developing country," he said, "it would be the earnings that it is able to put into its own expansion. Such expansion, in the given or related field and within the framework of plan, would be considered the prime goal of the public sector firm. The most successful firm would be the one which by its efficiency and drive finds the earnings that allow it the greatest growth." Society should be wholly intolerant of failure to achieve the specific goals. Indeed the non-achievement of goals, not the individual mistakes, is the meaning of failure. Autonomy does not mean less public accountability. If anything, it means more—but it is accountability not for method, procedure, or individual action but for result.

### Mechanisation in Rice Production

Mechanisation of Asia's rice industry need not result in the widespread dislocation and suffering that characterised the Western industrial revolution, if there is proper planning, according to Dr. Robert Hall, noted American geographer and member of the Asia Society based in Tokyo. As a matter of fact, Hall believes mechanisation of rice production could help to solve many of the most pressing problems of countries

such as India and Pakistan. "Studies are being conducted in Japan right now to attempt to see exactly what effects mechanisation would have on the people," Hall said as he reviewed a symposium he chaired on the subject at the 10th Pacific Science Congress. "The world is on the verge of one of the greatest revolutions in history," he explained. "One half of the world, primarily Asia, is dependent upon rice production. The mechanisation of the industry is the impending revolution." For a long time—and even today—many people contended that mechanisation of agriculture in Asia would be extremely difficult, if not impossible altogether, Hall said. This contention was proved erroneous when first Japan and the Taiwan began widespread mechanisation of agriculture. Hall termed mechanisation "the first important change in rice agriculture in more than 2,000 years." Its immediate results have been an increased yield per acre and more time to devote to the introduction of new industries. "It is hoped that such planning will prevent the widespread dislocation and suffering that so characterised the Western industrial revolution." Believing that at least some of the problems of widespread mechanisation could be solved and others softened, if they were known in advance, the Asia Foundation has been working with the village of Niike in Okayama Prefecture, Japan, for the past five years. The foundation turned the village into a research laboratory in order to study the impact of mechanisation upon the economic, social, and geographical structure of a traditional Asian rice-growing community. "The Niike study has proved conclusively that the mechanisation of wet-field agriculture is possible and profitable," Hall reported. "It increases yields, encourages diversification, makes possible some land reclamation, and allows for a better life for the farmer. "Conditions in Niike are similar to those in the densely populated lands of monsoon Asia." Hall concludes that mechanisation would go a long way in solving India's most urgent problems.

#### Small-Scale Industries

The estimated expenditure on development of small-scale industries during the Second Plan period was Rs. 44.4 crores. Over the period of the Second Plan, several units expanded manifold; the increase in production varying between 25 to 50 per cent per annum. On individual basis, the number of small-scale units engaged in the production of bicycles increased from 44 to 150, sewing machines from 35 to 75, machine tools from 344 to over 500, electric motors from 6 to 74 and electric fans from 22 to 47. The production of bicycles in this sector increased from about 25,500 in 1956 to 2,28,000 in 1960 and sewing machines from 23,600 to 52,000. For stepping up development of this sector, a programme for the preparation of 2,000 schemes suitable for small-scale units was launched during 1959. By the end of 1960, 309 schemes had been finalised by a screening committee out of 415 schemes

prepared. In the sphere of industrial extension service, 15 Small Industries Service Institutes, four Branch Institutes and 50 Extension Centres, including Production Centres and a Central Footwear Training Institute, were set up during 1960-61. The programme of industrial estates also received considerable emphasis during the Second Plan period. By 1960-61, about 60 industrial estates were completed, of which 52 with about 1,035 factory sheds employing about 13,000 persons started functioning. Another 60 industrial estates, started or sanctioned during the Second Plan period, are due to be completed. During the Third Plan, a provision of Rs. 62.6 crores has been made for programmes of States and Union Territories and Rs. 22 crores for the schemes of the Centre, bringing the total outlay for small-scale industries to Rs. 84.6 crores. During the next five years, it is proposed to set up 300 more new industrial estates of varying sizes and types. For promoting small ancillary industries, it is proposed to start some "functional estates" for the specific purpose of getting small units which would be working as ancillaries to related large-scale industries.

#### U. S. Aid for Adult Education

The United States government has given a grant of Rs. 720,000 to Literacy Village, Lucknow, to meet the costs of a large expansion of its programmes in the field of adult education. Literacy Village was founded in 1953 by Mrs. Welthy Fisher, an American follower of Mahatma Gandhi. A number of distinguished Indian leaders including Dr. Radhakamal Mukerjee, Mr. Samuel Mathai, Rajkumari Amrit Kaur, Mr. G. D. Birla, Dr. Zakir Hussain and Mr. G. L. Mehta are associated with the project. In the past seven years, Literacy Village has trained over 4,000 teachers specialising in adult education. An important activity of the organisation is a school to train qualified writers in preparing readable material for neo-literates. To enable the neo-literate to utilise his skill, Literacy Village publishes a Hindi weekly written in simple language. The Literacy Village staff and writers have also prepared 50 books and pamphlets on health, nutrition, child care, sanitation, citizenship, and other subjects. These books provide interesting reading material to neo-literates, who too often lose their skills through lack of materials to read. Three of the pamphlets were awarded prizes by the Indian government. A part of the U. S. government grant will be used to expand the publishing department of Literacy Village. The grant will also meet the cost of administration and maintenance of the staff and the building and equipment of a production unit for literacy teaching aids such as film strips, puppets, and taped dramas. An American professor, Miss Emily Brown, has arrived in India to work with the writers' school on the publishing, writing methods, format, and distribution of an increasing number of titles in the 14 main languages of India.

## Trends in Administration

### Keeping in touch with people

Dr. Radhakrishnan, Vice-President, called upon Government servants to co-operate in the task of rooting out poverty, illiteracy and disease from the masses. Addressing the I.A.S. and other Central Services probationers, he referred to the attempts being made to raise the standards of living through the five-year plans, and said : "Each one of you should feel that it is your duty to cooperate in this joint enterprise, which is a kind of partnership between the rulers and the ruled." "Most of our present-day troubles were due to economic backwardness," he added. He told the probationers that they were expected to be "in close touch with the people—farmers, workers and peasants." This intimate touch with the people is essential for public servants especially those in the upper reaches of the ladder. It is the lack of touch with the mass of people, the aloofness, the ivory tower mentality of the civil servant in the Police State that was largely responsible for his unpopularity. It is common knowledge that the civil servant of those days considered himself to be a superior being with an overpowering sense of the White Man's burden. People therefore distrusted him and even avoided him as far as possible. Of course this was all right in a Police State. Then the civil servant was not a welfare officer but a task master. Now civil servants are welfare officers. They should be in close touch with the people. There should be a greater realisation of this fact on the part of civil servants at the present day. Dr. Radhakrishnan also advised probationers to keep themselves above politics. This cannot be over-emphasised. But in this, a measure of responsibility lies with the political executive. They should always encourage an independent attitude on the part of career executives. As a recent writer has observed care should be taken not to reduce officials to the position of sycophants.

### Further Education for Government Servants

Facilities to attend evening classes to enable Government employees to prosecute their studies upto the degree stage will be made available at certain places in Rajasthan. This is according to a recent decision of the State Government to partially relax the ban on the prosecution of further studies by a Government servant. Permission will be given only to five per cent of employees in each department category-wise with priority to those who are over 35 and below 45 years of age. This is a good innovation and is bound to have a healthy effect on administration. It has to be remembered that knowledge is an ingredient of individual efficiency. It was this thesis that governed recruitment to public services from the hoary past. Since Independence however there has been an inadequate appreciation of the organic connection between knowledge and

individual efficiency and to that extent administration has suffered. Though there is wide realisation of the need to step up efficiency there is as yet little evidence of concrete steps being taken to achieve it through a large-scale and planned dissemination of knowledge. Until this is done any talk of improving administrative efficiency is unrealistic.

### Co-operation

Dr. P. Natesan, leader of the Indian delegation to the seminar on Rural Co-operation held in Berlin, and who returned after a six-week tour of Denmark, Sweden, England and West Germany, said that agricultural population in those countries was less than 20 per cent and industrial population 80 per cent. But in India and other developing countries it was just the reverse. Therefore employment potential in those advanced countries was very high and the average income of the worker was more than Rs. 400. The general standard of living in India and other developing countries should rise, and co-operation could play a very important role in this connexion. Agricultural co-operatives, consumer co-operatives and housing co-operatives had successfully dominated in those countries, and the extent of development had no comparison with developing countries like India. In India there were two agencies for the development of co-operation i.e. the Government and the people. The responsibility for the entire development of the co-operative organisation lay with non-officials and for this three essential characteristics namely, honesty, efficiency and enthusiasm, were necessary. Another most important point for the progress of co-operation in the developing countries was that everybody must contribute a certain amount of his or her energy voluntarily without expecting any reward whatsoever. His visit to advanced countries had further strengthened this view. He felt that whatever might be the efforts of the Government to raise the general standard of the people in developing countries, the people themselves should put their shoulders to the wheel and make the co-operatives a success, he said.

### Probation Period

The probation period for entrants to the I.A.S. and I.P.S. has been increased from one year to two years, it was officially stated recently. Hitherto, the officers' record during the one-year stay in the training schools was the basis on which the termination of probation was judged. Now, their one-year performance in the field will also be taken into account before confirmation. The communication that the Union Home Ministry sent to the State Governments in this regard says: A probationer shall be discharged if he is found lacking in qualities of mind and character needed for the I.A.S. and I.P.S. or the constructive outlook and human sympathy needed in the public services generally. Officers from the State services recruited to the I.A.S. and I.P.S. will, however, be on probation for a year, because by the time they are promoted they have put in several

years in the field. The extension of the probation period is a step in the right direction and will be widely welcomed. There has been a consensus of opinion that the probation period was too short at present and that was partly responsible for the lack of efficiency in many cases. During the British period the civil servant got a thorough grounding during the early years of his career and that stood him in good stead later. He was trained under senior officers who took a personal interest in him. They provided him with every opportunity to learn the work and to comprehend the mysteries of administration. Now things have deteriorated and the probationer rather skips through the probation period. In France considerable emphasis is placed on the practical side of training. Even before theoretical study begins the candidate is attached to a field officer to pick up practical experience. As a result by the time the candidate comes to be given independent charge he is thoroughly acquainted with all aspects of his work. A similar emphasis has to be incorporated into our system also.

#### Administrative Efficiency

Based on the maxim that "vigorous and punctual" implementation of the Plan forms the core of administrative activity, the Government of India has taken a number of decisions to strengthen the administration and promote greater efficiency at all levels. Some of the principal objectives underlying the decisions on measures for administrative improvement are: Judging of individuals and organisations strictly by the test of results; reorganisation of the present system of financial control; substantial increase in the responsibility of the head of department and the executive authority concerned with the implementation of programmes and policies; a sustained programme to promote managerial skill by training and counselling; simplification of procedures and work; and special attention to relations with the public. A statement containing a number of concrete proposals to give effect to these objectives was laid on the table of the Lok Sabha recently by the Prime Minister. Powers will be taken by the Government to weed out officials who are ineffective and against whom suspicion exists amounting to moral conviction, according to the statement. Steps proposed in this direction include the appointment of a small committee in each ministry to locate the officials who are "ineffective or against whom suspicions exist regarding their integrity." Attempts will be made to develop the ineffective persons by necessary counselling and training. In case persons in the age group of 45 to 50 are not capable of improvement, they will be retired either on completion of 25 years of service or at the age of 50 years, whichever is earlier. The retirement rules will be amended suitably. Persons lacking in integrity will be dealt with in other ways. The State Governments have been informed of these decisions and the Union Government would give them whatever assistance is possible to implement them. The Union

Government have also set up a committee on administration, consisting of senior officials of the Government of India, with a "continuous responsibility for promoting administrative efficiency." The committee will provide "a standing machinery for locating administrative deficiencies, facilitating decisions for their removal and assisting in speeding up action on the decision." A Press Communique said the committee was not to take over any of the functions of the Ministries of the Government. "It will arrange studies of specific problems and of specific sectors of administration and initiate proposals for administrative improvement in consultation with other Ministries and departments. Further, it will be its specific responsibility to watch, and assist in the implementation of decisions which may be taken by the Government from time to time for raising standards of efficiency. "In place of the present Central Economy Board, which will be abolished, the committee will resolve, when necessary points, of difference between the administrative Ministries and the special reorganisation unit in respect of work studies carried out by the latter. The committee will submit periodic reports to the Cabinet.

#### Co-operative Farming

The Estimates Committee of the Madras State Assembly has suggested that wherever extensive poramboke lands are available, co-operative farms be started with scheduled castes and scheduled tribes as members. The committee, in its report on the Harijan Welfare Department presented to the Assembly stressed that there should be one such co-operative farm for each district to begin with and, if found successful, the scheme be extended to taluks and the villages later on. It has recommended that in the beginning, financial assistance for agricultural implements may be given and recovered in easy instalments from the beginning of the third year. It has endorsed the policy of the Government that only a common school, instead of separate schools for Harijans, should be started, and suggested that the existing Harijan welfare schools be gradually converted into common schools. The committee feels that there should not be any delay in granting scholarships to students, and all technical formalities in this regard should be reduced to a minimum. The formalities for renewal of scholarships should also be modified and simplified. The committee has pointed out that while giving fully developed open sites to build houses, a permanent ban on the sale of such plots by the recipients to anybody else should be imposed. It has also recommended that the Government may take such effective steps as are necessary to prohibit the unhealthy practice of the allottees to erect as many compartments as possible within the allotted space to let them out and make money.

#### More Powers for Panchayats

Of late there has been a good deal of discussion about giving more powers to Panchayats. Some States have already moved rather swiftly

in the direction while others are planning to do so. Some States are in favour of entrusting the collection of land revenue to them while others have entrusted them with responsibilities outside developmental and civic spheres. The Panchayats being a democratic organisation at the grass roots would deserve to have wider responsibilities as that would place greater powers in the hands of the people. But the question is whether Panchayats are capable of discharging more responsibilities. Recently a civil servant mentioned the fact as to how leaders of factions in villages seized positions in local democratic institutions and utilised the power they had gained thereby to promote the interests of the faction as against the general community. So long as this state of affairs continues and it continues in many villages in spite of democratic decentralisation any further increase in the responsibilities of Panchayats will only tend to foment faction and centrifugal feeling in the village. It has to be emphasised that progress in the village is possible only if there is solidarity in the village. The Panchayats of ancient India were able to do much mainly because there was solidarity among the rural folk. This solidarity was achieved through selfless local leadership. Now things have changed much in our rural areas. Besides the absence of proper leadership a number of divisive forces have reared their heads so much so that the fear is widely expressed that democratic decentralisation may "make confusion worse confounded". This fear has no doubt little grounds and may prove to be a passing phase. What is wanted now before more responsibilities are given to Panchayats is the education of the rural folk especially those who man local democratic institutions and the organisation of selfless local leadership. Social education organisers have a special responsibility in the matter. Recently the Prime Minister suggested that the Institute of Public Administration, New Delhi might organise courses for members of panchayat samitis. Some States are already having such courses, but they are not enough. These have to be supplemented by simple literature for the education of the rural folk. There will be no dearth of such literature if Government help private publishers in the matter. In most of the democratic countries of the West private initiative is given a large share in matters like these while unfortunately such voluntary efforts do not receive recognition in our country. Socialistic pattern does not mean the total exclusion of private initiative. New Zealand is reported to have a socialistic pattern but their private enterprise makes a substantial contribution to the activities of the State. When we are trying to compress into a short period what other countries have taken much longer time to achieve we have to press into service all agencies that can possibly help us in the matter.

#### **New Privileged Classes**

With our star hitched to the waggon of socialistic pattern we are feverishly heading towards a classless society. But our complacency in this matter is sometimes disturbed when attention is drawn to new classes

emerging despite our best efforts. Recently Prof. C. N. Vakil said at Ahmedabad that a new privileged class of the politician and the administrator has emerged in India's current social structure. He said that this new class was in addition to the privileged capitalist class. He further pointed out that members of the ruling party formed as it were a class by themselves with certain rights and privileges and with a certain consciousness of superiority. Administrators also have become a new class with their numbers increasing and with the ever-expanding responsibilities of the governments. One is reminded in this connection what a writer said about the Indian civil service of the British period. He wrote that in a land of castes the I.C.S. constituted another caste with its feeling of racial superiority, aloofness and intellectual arrogance. Looking back, one feels that it was this fact that made them unpopular among the people. Now in the welfare State the typical administrator has to be above all a good mixer. Whatever may be his other virtues he may not succeed if he does not identify himself with the people. He has to be easily accessible and has to impress upon the people that he is their sincere friend and well-wisher and he is pledged to promote their welfare. Otherwise with all his experience, ability and intellectual attainments he may not succeed in helping the cause of national welfare. Of people in all walks of life administrators especially have to get rid of the class mentality and superiority complex which have ruined the good name of bureaucrats under the colonial regime in every country.

#### **Political Interference**

Every other day we come across allegations being made in the press that in one State or another Civil servants have practically no discretion in making even transfers and often pressure is applied to them to effect transfers or promotions at the behests of the Minister concerned or as a sequel to the pressure which party members bring to bear on Ministers. Such allegations are by no means new; they have been made ever since Independence. But the wonder is that in spite of the realisation that such political interference has done much havoc by keeping administrative efficiency down such things are still going on. John Stuart Mill said nearly a century ago that the tendency on the part of members of representative institutions to interfere in the details of administration is one of the dangers which representative institutions, in future have to encounter. Such interference is all too common in infant democracies especially in the East. In the early days of Independence such things might have been pardonable as being inevitable in the first flush of independence when politicians were tasting power for the first time. But that this should continue even after a decade of Independence and that after the effects of such interference on the morale and efficiency of the services have become visible is certainly unfortunate. This is more unfortunate at this juncture when the third plan is under way and when the need for greater efficiency under the third plan is being called for in both political and administrative circles. Members of the

Political Executive will do well to remember that there is a radical distinction between controlling the business of the Government and actually administering it. The business of the Political Executive is only to control and not to administer which latter job is the responsibility of the administrator or the civil servant.

#### **Vigilance Body**

It is reported in the Press that the Kerala Government has decided to set up a vigilance organisation to help X branch in anti-corruption enquiries. The Home Secretary would function as the vigilance officer. There would be vigilance officers in every department. In each department one of the existing officers would be made the vigilance officer. This innovation is good inasmuch as it would tend to act as a deterrent to those who are tempted to indulge in corrupt practices. But the preventive aspect also needs equal attention. The preventive aspect consists in educating the public servant in the correct outlook. It is a truism that corruption and similar evil practices are often the outcome of wrong outlook on the part of public servants. In a welfare State the emphasis should be on service and not on remuneration or the financial position of the public servant. Public servants should be more imbued with the spirit of service. Then they would have little inclination to hanker after money. They should be enabled to develop such outlook. The initiative in this matter lies with the Government. Service Organisations also can do much to assist in the matter as in western countries. It is unfortunate that the education of the public servant is a matter that has received little attention at the hands of the Government either Central or State. The need for planned action in this matter has been stressed in many quarters.

#### **Agricultural Production**

A group of farmers from India completing a three months observation of American farm practices reports they have gained knowledge of new agricultural techniques. Voicing the conclusions of the entire group, which included two women prominent in Farmers' Forum work, Deshpande singled out several observations which particularly impressed the Indian farmers. Vast natural resources in themselves are of no avail unless they can be successfully utilised and exploited. The success of the American farmer has been due both to modern agricultural practices and to characteristics of the people themselves. The American farmer, the Indian group discovered, has a sense of the "value of time." They also have great versatility. Not only do U.S. farmers till their fields, but they also have the necessary knowledge to repair their implements. "The farm," Deshpande observed, "has a small workshop." Farmers know about the control of animal diseases and can often treat their sick animals. The "very good community feeling among farmers," frequent meetings of cultivators to discuss and solve their problems, and the active interest of

farm organisations in offering assistance to farmers were cited as features that have led to the success of the U.S. farmer. The group from India was impressed with the operation of co-operatives in areas they visited and feels an extension of co-operatives in India would be beneficial. "Farmers here own their co-operatives and hence have a feeling that the co-operative is really theirs. The co-operative makes possible a better return to the farmer and lower price for the consumer by eliminating unnecessary middlemen," Deshpande noted.

#### **Agro-Economic Centre**

The Government of India has established an Agro-Economic Centre for Gujarat and Rajasthan at Sardar Vallabhbhai Vidyapeeth, Vallabh Vidyanagar in Gujarat. The Centre will make a study of changes in rural economy through a survey of a number of selected villages each year, and resurveys of the same group of villages at intervals of five years. It will conduct *ad hoc* investigations into the effect of various agrarian, legislative or administrative measures or of price changes on the rural economy. Research work on fundamental problems relating to agricultural economics of the country will also be done by the Centre. It will give technical advice to the Government of India and the State Governments on issues referred to it. The Centre proposes to conduct some bench-mark surveys in the villages of Rajasthan with the idea of repeating similar surveys after a period of five years. Such surveys are no doubt useful. But generally the conclusions from such surveys are not properly analysed or effective action taken on the basis of the analysis. The tendency is for such surveys to be pigeon-holed after they are read and forgotten then. This has to be guarded against if the purposes of such surveys are to be fully served.

#### **Conditions for Efficiency**

"Efficiency has gone down completely and merit has become a forgotten factor in Government offices. Discipline has completely disappeared. Too many reservations at appointment and promotion levels have killed the enthusiasm of willing workers. When senior and better qualified men are overlooked and junior and less qualified are put above on considerations of caste and community can emotional integration be a success there? Party intervention in office working though not regular is not completely absent," observes a correspondent with reference to the appeal made by the Prime Minister to the Central Government servants exhorting them to work for the promotion of national unity and emotional integration. The Prime Minister has expressed his fervent wish that "our public services should be a model of integrity and efficiency, co-operation and courtesy." The appeal is very timely now that the Third Plan is under way. But the appeal has to be followed by concrete action. As the correspondent has observed: "The authorities while attempting to

extract more work from employees should create conditions for the same." This basic fact has to be underlined. What is wanted today is planned action in the matter of creating conditions in which public servants can improve their efficiency. A foolproof promotion system, provision of incentives and ample facilities for self development are some of the urgent things needed today for stepping up administrative efficiency. No doubt some of these things are being done now but not in a planned or systematic manner. Hence the results are not perceptible.

#### **Welfare Officer for Secretariat Staff**

The Kerala Government has appointed a Welfare Officer for the Secretariat staff numbering about 1600. The Under Secretary, Public Department is the welfare officer. He will be concerned mainly with the provision of amenities for the secretariat staff including canteens, sport clubs, reading rooms, etc. He will also see that the amenities provided are availed of by the staff. This is a healthy innovation. Welfare of the staff and their efficiency are inseparably connected. And efficiency of the secretariat has much to do with the efficiency of administration as a whole. In administration as in many other things people below look to those above and wittingly or unwittingly copy their example. This is why it has often been said that the momentum for efficiency must always come from the top. It is commendable that amenities should also include reading rooms in the secretariat. All secretariats have libraries but it is doubtful whether many have reading rooms. Reading rooms are as necessary as libraries. The existence of reading rooms is an incentive to the cultivation of reading habit. People who are not generally given to reading will be tempted to take to reading if there is a good reading room stocked with upto-date journals and books. When reading habit is practically non-existent among public servants provision of reading rooms is a sheer necessity in the interests of efficiency. It is also desirable that the amenities such as are envisaged are extended to mofussil offices also.

#### **The Price of Red Tape**

Under the above caption there was a news item in the Press that inordinate delay by a State Government in confirming the sale of a buffalo for which Rs. 98 was offered entailed a further expenditure of Rs. 450 on its maintenance and ultimately resulted in the successful bidder withdrawing his offer. The animal in question belonged to the Forest Department and the Conservator of Forests ordered it to be auctioned. This was done and the highest offer was Rs. 98. Confirmation of the sale was sought from the Government in accordance with rules. This was delayed for five months during which period an attendant was paid at the rate of Rs. 1.50 per day to look after the animal and a similar amount was spent on feeding charges. This is not all. By the time confirmation was received the bidder had

changed his mind necessitating a fresh auction. This is a case which stresses the need for decentralisation of authority. If the conservator had been empowered to confirm the sale there would have been no delay and the loss that followed. Government's time is valuable and cannot possibly be frittered away in small matters. Of course Government can retain the power when the amounts involved are large, but where smaller amounts are concerned it is only proper that the head of the department should be empowered. One is reminded in this connection of what Asoka Chanda has observed: "Though the system of financial control in India is modelled on the British system, the conception of departmental responsibility for financial administration has not as yet been adopted or introduced. Delegations to departments have been neither significant or extensive". As a result there has been little of economy consciousness or sense of financial responsibility among the various departments. This state of affairs needs looking into by every Government. Financial authority has to be decentralised consistent with efficiency. Again in the present case there was a delay of five months in the secretariat. The responsibility for this delay has to be borne by those who dealt with the matter. Proper guidance and better supervision might possibly have obviated the delay. It is here that the need for tightening control in the internal administration of an office comes in. Frequent scrutiny of personal registers, detailed examination of long pending files, and prompt guidance by immediate superiors in cases where knotty points are involved would go a great way to reduce administrative delays which have become a menace since Independence.

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how to explain the objectives of the organisation in which he works. Finally as he develops as a manager, he must be in a position to exercise judgement in making decisions. As he rises to higher levels, he has to learn the difficult task of delegation of authority and responsibility, even while accepting responsibility for his own position and realising his accountability to others. To acquire all these qualities, he has to undergo the training in the processes of Management Development. It is, therefore, gratifying to note in this connection that all over the country institutions are springing up where Management Development courses are being organised to impart this knowledge.

These trained managers will provide leadership for free enterprise in the service of the nation. Combining individual initiative and enterprise with full consciousness of social obligations, these managers will promote rapid economic development as also strengthen the democratic way of life which depends upon capable leadership at all levels.

## Extension Education

C. M. FERGUSON

Farm people want to know how to grow better crops, get more milk per cow, and more eggs per hen. They also want to live better. Extension education in the United States, and its counterparts in other free nations, aims to help farmers to help themselves in reaching these objectives. Extension education is grassroots education. It helps farm people apply to their own problems the knowledge that research has uncovered. What has been the influence of extension education on the farm people of the United States? Has it materially contributed to the application of science to farming and to homemaking? There are countless facts to show that it has. Here is one of many: Thirty years ago each farm worker produced enough for himself and 7 other people. Today he produces enough for himself and 18 others. This astonishing increase in farm productivity is, of course, due to a number of factors. Tractors and other machines have vastly multiplied the amount of power available for farming. So has the use of electricity on the farm. Increased use of fertilizers, conservation of soil and water resources, irrigation, and advances in pest control all play their part. The unceasing quest of scientists is expanding the frontiers of knowledge. This is the framework in which extension education operates. The task of extension worker is to give farm people the facts on which to base their individual decisions and demonstrate the use of such facts. Modern farming calls upon farm people to make innumerable decisions. Age-old traditional ways are not a sufficient guide in the production or marketing of farm products. Today's farmer needs to get proven research results as rapidly as possible so that he can apply them to his own operations. Extension Service's basic job is, and always has been, to speed up the application of agricultural and home economics research so that farm life is continually made more attractive and profitable to the equal benefit of all people in the nation.

### Results of Extension Education

Let us take a look at the results of extension education over a period of 20 years in one county in the United States. Macon County is in a mountainous part of the State of North Carolina. In reporting on how farm people in that county have improved their farms and their living we turn now to a first-hand account by the county agricultural agent, T.H. Fagg, and the county home demonstration agent, Mrs. Florence Sherrill. They report that in the early 1930's, very little fertilizer was used in the county. Little attention was paid to the method of cultivation. Farmers followed a practice of planting row crops both in bottom lands and on hillsides. In order to show what could be done, the agents encouraged farmers to put some hillsides in grass for pasture and hay crops. "To establish and maintain grass sods on hillsides, and even on bottom lands," Mr. Fagg said, "it was necessary to use phosphate, lime, and balanced fertilizing

materials to get the growth started." There is an old saying that great oaks from little acorns grow. The demonstration of better farming of the early 1930's plus community leadership, excellent teamwork by the people with the Extension Service and other agricultural agents, has made marked changes in Macon County. The agents now report: "The fields are green with ladino-grass pastures, alfalfa, and other approved forage crops. Hillsides are grassed instead of row-cropped. There are 42 Grade 'A' dairies instead of 2. Excellent beef herds are in evidence. Pure-bred animals are appearing instead of scrubs. Poultry numbers, for commercial purposes, have increased from practically none to approximately 150,000 birds."

### Improvement in Living Standards

What about the improvement of the living standards of the farm people of Macon County? In contrast with 1930, when only a few rural homes had electric current, 95 per cent of the farms and homes in the county are now electrified. In addition to lighting the home and farm buildings, electricity is used to operate hay dryers, milking machines, food freezers, and washing machines. Roads have been improved. New churches have been built. Farmers have built new homes or remodeled old ones. Community buildings have been constructed. Farm buildings have been improved. Extension education motivates people to action. In the words of the county agents: "This enthusiasm about rural progress is not confined to the rural people alone, but has spread to the business people of the county as well. The businessmen now sponsor a community development contest each year." As in Macon County, extension work in agriculture and home economics is carried on in all agricultural counties in the United States. Extension education is a co-operative undertaking shared by the United States Department of Agriculture, the State agricultural (land-grant) colleges and universities, and county governments. Some conception of the magnitude of the educational work of the Extension Service may be gathered from the fact that in the course of one year county agricultural agents and home demonstration agents made over 20 million personal contacts with farm family members. Over a million voluntary local leaders help county extension agents in better farming, homemaking, and youth programs. County agents train these leaders so they, in turn, can hold local meetings and teach their neighbours what they have learned.

### Concrete Examples

There are numerous examples of progress made by farmers with the help of county extension agents. For example, questions on crops, fertilizers, and irrigation arose in 1952 in Washington State when new lands were opened for irrigation farming. To get the answers as quickly as possible, county agents took the lead in establishing test plots and helping farmers to benefit from results of local research. At a series of meetings early in 1954 the agents passed on to farmers what

had been learned the previous year. Farmers were immediately able to apply the results to their operations. A little over five years ago, the county agent in Howard County, Maryland, saw in trench silos the possibility of cutting milk production costs. At that time not a single dairyman in the county had a trench silo. By starting with a few demonstrators, the agents spread the trench silo idea so well that by 1953 over 100 were in the county. Some silo owners now reduce hay consumption a third and sell hay rather than buy it. Farmers in North Dakota netted an additional \$ 20,000,000 in flax and small grain income in one recent year because of weed control practices established with the aid of county agents. Besides a vast amount of individual work with farmers on the weed control program, county agents in that one State held 248 meetings, prepared 438 news stories and 150 radio programs, and distributed 7 circulars. In Georgia 491 farmers, in a special project, demonstrated the value of following every cotton production practice recommended by their county agents. Despite a dry season and heavy boll weevil infestation, the growers averaged 1.5 bales per acre (3.75 bales per hectare), 2½ times the State yield. A bale averages 500 pounds (227 kilograms).

What Shasta County, California, did to turn brush-covered land into profitable grazing areas reflects how Extension is helping ranchers in the State attack ranch depletion, one of the most serious problems of western agriculture. Starting with 11 demonstrators in Shasta County in 1951, agents have convinced thousands of ranchers that brush clearing, reseeding, and careful management pay. During the past two years over 80,000 acres (32,000 hectares) in Shasta County have been treated as recommended. In 1953 alone 191,000 acres (76,400 hectares) of private ranchland in California were improved. Forty-two per cent of the 595,000 yearling steers in Kansas in 1953 were produced on a deferred feeding system worked out by research and promoted by Extension. Under the system calves are wintered, grazed three months in summer, put on full feed for 100 days, and sold from November 1 to 15 as U. S. Choice after gaining about 600 pounds (272.2 kilograms) as compared with 300 pounds (136.1 kilograms) under the old systems. Kansas producers added over \$7,000,000 to the value of their calves by using deferred feeding.

#### Challenges in Extension Work

The Extension Service of the United States faces many challenges in its work with farm people and with others allied to agriculture. Farm people want information and guidance not only on how to produce more efficiently but also on how to improve their marketing. As farming has become more mechanized, capital investment has gone up. Accordingly, farm people need more facts upon which to base their decisions. Extension workers use many methods and techniques in their work with farm people. In addition to person-to-person contacts, and group meetings, extension workers make wide use of mass channels of communications—newspapers, magazines, radio, and television.

## Planning for Management

Y. A. FAZALBHOY

### Some Thoughts on Basic Principles

*Administration, public or private, municipal or national is governed by the same basic principles. There is variation only in details. This article will be of interest to public servants also.*

In his presidential address to the Maharashtra Commercial and Industrial Conference held in Bombay, Mr. C. D. Deshmukh made the following significant observation: "The conditions of modern business are quite different from what they were in the past, an important new factor being the emergence in all countries of a new managerial class—the technocracy of the future." Prosperity demands good management and so managing is becoming a very important profession, and it is going to play an increasingly vital role in the process of industrialisation of our country. It is the creative management of the managers that will lead to the successful growth of an enterprise, be it private or public. If we once accept the premise that management is a science, we would do well to examine its full implications.

This science of "Managing" is being realised in actual practice in every industrial enterprise. Some people are apt to think of management only in terms of the boss who takes decision and gives orders to his subordinates who, in their turn, execute such orders. Really speaking, this is the sphere—the sphere of decision making. The real issue is whether it is to be management by command or management in the form of leadership by persuasion. An analysis of management shows that there are four fundamental elements, popularly known as P. O. I. M. viz., Planning, Organising, Integrating and Measuring (Motivating).

### Fundamental Elements

PLANNING envisages the laying down of objectives and the determination of the policies and procedures to attain the objectives. ORGANISING is creating the structure for carrying out the policies and procedures to achieve the objectives. The total work to be carried out is analysed and described; the personnel for carrying out this work is selected and authority and responsibility delegated to each for carrying out his job. INTEGRATING is the process of co-ordinating the efforts of individual workers in such a manner as to inculcate in them unity of purpose and the will to accomplish the goal. The individual should be inspired to discipline himself in team work and his creative abilities brought out. MEASURING (MOTIVATING) is the process of taking stock of achievements in terms of the objectives. Plans may have to be altered or

objectives modified. Decisions are not to be made on a hunch. Facts drawn from correct and authentic records have to be analysed and studied with reference to the existing conditions, and likely trends. Measuring would imply also laying down certain standards of performance. This makes it possible for individuals to discipline themselves to reach and exceed the standards.

#### Accomplishment of Objectives

What is, therefore, management? We shall find, from a study of these four fundamentals, that management functions are actually being performed in an organisation at various levels, viz., lower or intermediate level management, middle management and top management. Briefly, scientific management is, thus, a decision making function which will lead to effective results. Planning for management, in order to be successful, however, must take into consideration one important point, viz., the achievement of the objectives for which the enterprise is established. These objectives can be realised only by the balanced and effective utilisation of the human and material resources within the enterprise. The work of properly analysing and utilising resources opens up areas of Management in different activities of an industrial enterprise—Research, Design and Development, Engineering, Manufacturing (Production), Material handling, Employee Relations. On the commercial side will be marketing, market research, distribution. At higher levels are areas of Finance, Planning, Public Relations, etc. This work involves taking decisions by the people concerned and also management of people. That is why management is said to be leadership of the people. In other words, management implies understanding individual's work in its relation to the whole in a proper perspective.

#### Qualities for Manager

It is appropriate to say a word about the qualities which a person in a managing position must have and acquire. At whatever level he may be managing, he will be successful only if he fully realises that he has to work consistently with certain economic, social and political trends in which the whole enterprise is operating and that he has also to balance the various interests of the customers, shareholders, employees, suppliers, the public and the government. Whether his position is that of a supervisor or an accountant, a stores manager or a production manager, the basic requirement of a manager is the knowledge of the technique of handling men. The extent to which he develops this quality will be the extent of his success as the Manager. In addition, he must also know how to gather and evaluate information. The manager has to plan, organise, integrate and coordinate the resources. He must understand, as a leader,

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## Organisation and Methods

(G. K. T.)

Of late there has been a good deal of talk about the functions of the Organisation and Methods division set up at the Centre and in the various States. The opinion is widely held that this new innovation will be able to contribute much to tone up administrative efficiency. Though Organisation and Methods cells are a new development in India it is not the case in some of the Western countries. In the United Kingdom for instance the Select Committee on National Expenditure issued a paper as early as 1942 entitled "Organisation and Control of Civil Service" which *inter alia* dealt with the training of Civil servants, and the improvement of the administrative machinery. The sequel was the creation of the posts of O and M officers. They were trained at the Treasury for employment in the various departments. Since then they are functioning very usefully and have been responsible for a number of improvements in the actual working of the administrative machinery.

#### Why O and M

Organisation of O and M divisions have become a sheer necessity in the present day context. After Independence the administrative machinery has been called upon to handle the many complex problems of the Welfare State. The country is trying to telescope into a few decades what other countries have taken centuries. This postulates the need for an efficient administrative machinery. In the words of Mr. Gopalaswamy Iyengar the problems which face the Government are not static. They are likely to change more rapidly than in the past and corresponding changes will have to be made in Organisation and Methods of administration. Earlier in 1947 the British Select Committee on Estimates defined clearly the aims and purposes of Organisation and Methods. They observed, "The purpose of O and M in the Civil service is to secure maximum efficiency in the operation of Government's Executive machinery; and by the expert application of scientific methods of organisation to reduce cost and labour." The First Five-Year Plan laid down that O and M shall deal with the following problems (1) It shall study office procedures and suggest methods for simplifying office procedures; (2) It shall suggest methods for the elimination of delays; (3) It shall suggest methods for improving the system of maintaining records; (4) It shall study the movement of files, and (5) It shall suggest methods for increased delegation of authority and responsibility at appropriate levels.

We have inherited an administrative machinery that served well the purposes of a Police State. *Ipsa facto* that machinery is unsuited for the objectives of a Welfare State. In a developing situation such as a Welfare

State is confronted with the administrative machinery has to be frequently tested, overhauled or redesigned if necessary.

#### Role of O and M

It has to be emphasised that O and M teams in the various departments of the Governments both Central and State are not inspectors out to pick holes in the work of other people and bring them to account. They are on the other hand people trained to look objectively at the daily routine and ask common sense questions as to the value of a particular procedure or method. Mr. S. B. Bapat rightly defined the functions of O and M in these words: "In simple terms it means paying intelligent and critical attention not only to what is done but also as to how it is done and at what cost in time, labour and money; paying attention to the design of the machine and its working processes and not merely to its end product." In the words of another writer O and M is not concerned with the general policies of the Government but only with the ways and means by which the Government work can be done with less cost and less labour. O and M workers are administrative analysts whose duty is to study the organisation and point out its weak spots with suggestions for improvement. O and M is purely advisory in character. Its advice may or may not be accepted by the departmental chief.

#### Lessons from its working

The actual working of O and M divisions has tended to throw light on certain points. One is that the defects in speed and performance are not due to any faults in the existing system but largely due to the failure on the part of the personnel, to work the system as it was meant to be worked. Other defects include a lack of adherence to the prescribed procedures, lack of proper control by superior offices, lack of constructive supervision inside an office by section heads or heads of offices, unnecessary references to gain time or to postpone taking a decision in the matter in hand, lack of proper up-keep of records with the consequent difficulty of not being able to trace them when required, defective maintenance of personal registers and ineffective periodical inspections, by superior officers. These defects are mainly due to the lack of experience and proper equipment of the personnel concerned and O and M has therefore to devote special attention to improving the general and technical knowledge of departmental personnel.

#### O and M work—some suggestions

It does not seem enough if O and M divisions confine themselves to Red-tapism or details of office procedure. They have to attend to staff welfare also. There is an inseparable connection between personal efficiency and welfare. As a means of promoting individual efficiency staff welfare has to receive greater attention on the part of O and M divisions. The importance of staff amenities in the toning up of personal efficiency cannot be over-

emphasised. Private organisations provide such amenities in a generous way and this has no small part to do with the efficiency of employees in commercial organisations. Spacious tiffin rooms have to be provided in all public offices and they have to be maintained neatly. Canteens have to be opened where necessary. Recreational and housing facilities have to be extended. Old and worn out furniture have to be replaced. Arrangement of furniture inside an office has to be done in an artistic manner. Similarly the various sections have to be neatly arranged leaving enough space for easy movement. At present in many offices in mofussils especially the clerical staffs are huddled together. In such a depressing environment even the most talented man will not be inclined to do his best. It is a truism that environment has a definite influence on efficiency.

Again O and M divisions have to be established in all offices in all states. It may not mean any large increase in administrative expenditure. It is well that the O and M section should also handle reminders received in offices. At present even a dozen reminders sent to an office may not elicit a reply. The man who receives the reminder keeps it back until he is constrained to bring it to light by those above him. In-action on a reminder should be treated as a serious dereliction of duty. If reminders are handled by a third unit then reminders are bound to serve the purpose of reminders.

There is no doubt that in the coming years O and M divisions are bound to play an increasing part in keeping administrative efficiency at a high pitch. But its success depends largely on its technical equipment, the outlook of its personnel, the confidence it is able to command at the hands of the general staff and the larger view that it takes of its functions.

(Continued from page 37)

Lord Ripon achieved all these inspite of tremendous difficulties. He was almost single handed in all these measures. One weakness of his added to his difficulties. His simplicity of character made him a poor judge of men. He made little use of men like Wedderburn and Hume who were in full sympathy with his views and appointed to important positions men who were best equipped to thwart his efforts. This is a weakness which besets many administrators. Capacity to judge people correctly is one of the most necessary qualities for an administrator.

When all is said and done Lord Ripon did for India what few British administrators had done. In his unbounded sympathy for Indian aspirations he ranks high along with Munroe, Elphinstone, Metcalf and Macaulay. Raja Sir Sahib Dayal said that if ever British power in India were in danger the authorities should send for Lord Ripon. "He will do more for you than regiments of soldiers and our women will sell their jewels and lay them at his feet."

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## Red-tapism

(UNICORN)

Everybody knows that the term Red-tapism arose from the Red-tape that is used for tying files in a government office. Red-tapism is as old as modern governments and is an inevitable concomitant of bureaucracy. The attack on red-tapism is by no means a new development in Independent India. Even during the foreign rule politicians and critics of the government denounced red-tapism as the greatest evil of modern governments. This denunciation gathered momentum after the advent of Independence. Now every other day we come across some news item in the Press in which red-tapism is made the target for some short-coming of the administration. The businessman who fails to get a license in time attributes the delay to red-tapism; the politician and the demagogue never spares any opportunity to condemn red-tapism in unmeasured terms saying that without it any administration would be efficient. The man in the street promptly launches an attack on red-tapism when he finds that his grievance has not been properly redressed. Thus red-tapism is made to bear the cross for the sins of Bureaucracy.

### Essence of Red-tapism

Now what is the essence of red-tapism and, are the many allegations placed at its door well founded or ill founded. Red-tapism has been variously defined. Essentially it implies excessive routine or literal application of rules and consequently inefficiency, delay and indecision, etc. But this implication needs qualification because red-tapism may not be responsible for delay or inefficiency at all times and in all cases. In the nature of government work it is inevitable and it may not be possible for any government to eliminate it completely. This does not mean that its evils cannot be neutralised. Before examining this aspect of the question we may perhaps enquire as to why red-tapism is inevitable in governments.

### Why Red-tapism is inevitable

Red-tapism is inevitable in modern administrations because of the peculiar characteristics of public administration. It is no longer a moot point that public administration is different from private or business administration. Paul Appleby is among the vigorous exponents of the radical difference between public and private administrations. There are a number of aspects in which the difference occurs. Firstly there is the size and complexity of the job which governments are called upon to do. In view of this size and complexity it is necessary that there must be detailed rules and procedures to guide public servants. Secondly the public nature of governmental work also calls for red-tapism. Every action of a government is exposed to public view. It has been said that government officers

live in glass houses. Their actions are watched by the public at every time. This is especially the case under democracy. The moment a public servant goes wrong or does anything out of the way then that is bound to attract public attention. So this public nature of government work requires that a government servant cannot do as he likes without inviting public criticism. Rules and procedures are for him just like parapet walls to prevent him from falling down. Further he deals with the community as a whole and not a section or part thereof. So it is essential that he should be just and impartial. He cannot adopt one standard in one case and another standard in another case without being guilty of discrimination. It is here that he needs the support of rules and procedures to ensure uniformity of treatment. Again the accountability of the public servant also renders red-tapism inevitable. It is within the rights of the public not only to criticise the public servant but also to bring him to account. This public accountability is one of the vital differences between public and private administration. More than anything else this public accountability stresses the value of rules and procedures as these alone can keep him straight and shield him from wrong and unfair criticisms. When he does a thing according to rules criticism cannot stand and it is enough for the public servant to point out the rules and procedures prescribed in the matter in justification of his action. A recent writer observes "A very important point of difference between the two types of administration is that public administration is responsible for the public for everything it does. It has to justify its actions to the public—public accountability is one of the most important characteristics of administration. Officials have always to bear in mind that all their actions are judged discussed criticised and scrutinised by the people." It is therefore needless to point out that red-tapism is essential to safeguard public servants and prevent arbitrary actions on their part.

It has therefore been said that like death and taxes red-tapism would always be with public administration. Government work has been considered a jungle of red-tape in which one has to hack his way. Of course this is an exaggeration.

### Can Red-tapism be eliminated

From the foregoing facts it is clear that there is no question of eliminating red-tapism. But this does not mean that its adverse effect on administrative efficiency cannot be neutralised. That it can be neutralised is clear from the fact that while red-tapism was in vogue under British Rule complaints about delays or administrative inefficiency were by no means so frequent then. This was mainly because the public servants then were more experienced and efficient. The efficiency of public servants has much to do with the minimising the evils of red-tapism. If they are efficient they will be ready to take up responsibility. If they can take up responsibility it is possible for them to short circuit procedures and obviate delays in many cases. A simple illustration will elucidate this point. X is a

retired officer and he approaches A who is a Collector for a license. The Collector knows him very well. He is well acquainted with his status and character. Still he may send the papers for the remarks of the Divisional Officer or Tahsildar. This is because he is afraid to take responsibility in the matter. This fear to take responsibility may be due to two causes. Firstly he may fear public criticism attributing to him motives in the matter. This fear is due to his lack of moral courage. An administrator cannot be efficient without moral courage. He is always exposed to public gaze and even when he does a right thing there may be criticism. He must have the moral stamina to face such criticisms instead of running away from it. Secondly this fear may be due to his lack of experience as a result of which he may not be able to size up or quickly see his action in the right perspective. An experienced man is sure of his ground. He knows where he stands. He can anticipate the repercussions of his actions and to what extent they are valid or otherwise. Such a man will never hesitate to shoulder responsibility and act in a bold and prompt manner. To him red-tapism will be a servant and not the master. He would control red-tapism as a master controls his servant. Thus in the last resort red-tapism is innocuous in the hands of experienced and efficient public servants. But, they are guilty of red-tapism who use rule and procedures as an end in itself instead of as a means to an end. When office procedure is looked upon as an end in itself red-tapism shows itself in its worse form. It is far worse when it is used by officers to cover their mental indolence, laziness or congenital indecision.

#### IMMEDIATE

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MANAGER

## Reminiscences of a Civil servant\*

"Nothing is easier than to get along with primitive people once you have won their confidence" observes the author of these reminiscences and he has given ample evidence in confirmation of this fact. He was working in one of the hill areas in Assam inhabited by primitive people. There were no roads and wheeled traffic was almost unknown in the area until the Second World War. The main link with the outside world was precarious bridle tracks. The author took charge as Deputy Commissioner in 1949. He had realised how lack of roads had kept the area and the people backward. So he appealed to the people to throw in voluntary labour to build a road. There were no doubt hostile elements and doubting minds as the author observes but his tenacity of purpose seems to have swept away all initial obstacles and set the stage fair for starting the work. In the first week of January 1950 a committee of officials and non-officials was set up with the author as president to work out the preliminaries. The committee decided that the road should be 128 miles in length and the P.W.D. was proposed to be approached for technical assistance. The first sod was turned at a public function in which no less than 3,000 people with spades, pickaxes and other implements started work. The project was carried out in record time.

It is significant in this connection that the author did not rest content with appealing to the people to contribute voluntary labour but himself took the pickaxe and shovel and set an example for others to follow and the people were not slow to follow when their Deputy Commissioner was himself doing manual labour. Press reports at that time hailed this venture as one of the finest examples of voluntary co-operation between the Government and the people and emphasised the great need for similar self help in the cause of public welfare. The secret of success of this venture was the confidence which the Deputy Commissioner and his lieutenants had established in the minds of the people. This important lesson has to be borne in mind by all public servants engaged in ameliorative activities. They have first to win the confidence of the people and when this has been done the rest is plain sailing. We are hearing frequently now that in many undertakings public co-operation is wanting. The basic reason for this is that officers concerned in these have not been able to win the confidence of the people. Such confidence can easily be established\* if the officers take a personal interest in the welfare of the rural folk and convince them of their sincerity. Again villages are at present rent by faction or communal feeling or political ideologies. The author has given instances as to how as a magistrate he had to try cases which were purely the result of local faction.

\* The Escapades of a magistrate by S. Barkataki. Published by Orient Longmans, Madras. Price Rs. 2.

A recent writer has said that village society at present is a faction society. And a faction society cannot progress. Its members react unfavourably to any new idea because they fear that a change may place their opponents in a better position. Each group therefore fights for the *statusquo*. Only proper leadership can remedy this state of affairs and in the encouragement of proper leadership officials have an important part to play. This is clear from the road making story referred to above. Local faction leaders also utilise representative institutions to promote the interests of their faction as against their opponents. This is a serious danger that has to be guarded against.

The author has also mentioned that his independent nature has sometimes landed him into difficulties and tended to halt his official advancement. Sometimes confidential reports were not fair to him and this also contributed its share to make things difficult for him. No doubt the question of confidential records is a thorny one. Of late it has loomed large and there is much agitation for its discontinuance. The charge is that it is inherently impossible for it to be objective so long as human nature is what it is. Anyway it cannot be replaced unless a better system has been devised. The author also refers to Ministerial interference in the details of administration.

About the Naga problem the author's observation may be quoted. "Since the establishment of administration, the Nagas were used to a strong personal and paternal rule of the Deputy Commissioner and the subdivisional officer. Quick and effective justice unencumbered by procedural formalities was administered by officers in a rough and ready way. Since independence the tone and colour of the administration due to changed circumstances had altered considerably. In the opinion of the Nagas it had become weak and inefficient and they had lost their old fear and respect for it."

The book is interspersed with a number of anecdotes of a lighter nature. On the whole the book is interesting reading and gives glimpses into official life just before and after the Second World War.

#### Weakness of Bureaucracy

Burke said that Bureaucrats think that the substance of business is not so important as its form.

## *Leaves from History*

### Local Self-Government in India

LORD RIPON'S ACHIEVEMENTS

RESEARCHER

When Democratic decentralisation is well under way and Village Panchayats are being galvanised to fulfil a dynamic role it is useful to look back for a few broad glimpses into the origins of Local Self-Government in this country. It is common knowledge that Village Government is almost as old as India itself and that these democratic institutions were liquidated during the British period as they felt that these nerve Centres of democratic activity weakened the hold of the Central Government. Later individual administrators who had realised the need for some measure of participation by people in the administration of the country sought to introduce local representative institutions in some form or other. The earliest administrator to whom belongs the credit of placing on the statute book a measure to enable the intelligentsia to have a share in the governance of the country is Lord Ripon who was Viceroy of India from 1880 to 1884.

According to one of his latest biographers Lord Ripon was "an indefatigable public servant who interested himself in every matter pertaining to the Government of India." He did more than any other Viceroy of his generation to give India good Government. He came to India sustained by a sense of mission to promote the good of the Indian people. "I am occupied all day" wrote the Viceroy "and every day and have never been so hard-worked at any time in my life." Ripon had admirable assets as an administrator, and these included knowledge, sincerity, principles, conscientiousness and capacity for hard work. In his official activities he was more the spokesman of Indian interests than the representative of British authority. This was the most important fact about him.

#### Circumstances of the innovation

These salient qualities of Lord Ripon as an administrator provide the key to many of the salutary reforms associated with his name. Of these the most important was the resolution on Local Self-Government. He can legitimately be called the Father of Local Self-Government institutions in this country. The circumstances under which he conceived this measure may be briefly indicated. The period that immediately succeeded the War of Independence in 1857 witnessed a period of rapid advance of English education. 1857 saw the establishment of three universities at Calcutta, Bombay and Madras respectively. From 1857 to 1885, 48,251 students had received secondary education and passed the entrance examinations. Taking into account those who had received education prior to 1857, we may say that in India at the time of Lord Ripon there were about 50,000 Indians

acquainted with Western culture and civilisation. Though from the numerical point of view this number was insignificant they no doubt constituted a creative minority who could spread discontent among the masses and create difficulties for the Government. Ripon took note of this fact with all its implications. He realised that a new class of educated Indians had come into being, an articulate minority with new hopes and aspirations. No doubt they were few but they considered themselves in the vanguard of democratic progress and if they were ignored they might as well prove a source of danger to the Government. Unless therefore outlets were provided for the ambitions of this new class, they would become the bitter opponents of the Government. He was convinced that the gradual admission of Indians as they grew in political intelligence to a larger share in the administration and the training such a share gave to the people would do more to secure the continuance of British Rule than a firm policy of repression. Ripon was not an apostle of benevolent despotism. He was a liberal out to enlist the support of the educated classes to reinforce British Rule. He made it clear that he advocated the extension of Local Self-Government not so much for the purpose of improving the administration as for creating an instrument for political and popular education. The burdens of the Government were increasing and it was only proper that capacity for self-help should be developed among the people so that matters which directly affect their welfare are handled by them. "We shall not subvert the British Empire by allowing the Bengalee Baboo to discuss his own schools and drains. Rather shall we afford him a safety valve if we can turn his attention to these innocuous subjects." This then is the background of Ripon's measure of Local Self-Government introduced in 1882. The measure by itself was not wide in its democratic scope but it was a good beginning. Ripon was not so much concerned with details as to the broad democratic principles. "Patient and practical efforts were necessary to call forth and render effective that desire and capacity for Self-Government which all intelligent and fairly educated men may safely be assumed to possess."

Official opinion was naturally against the measure. The fear was expressed that these Local Self-Government institutions might turn into pockets of sedition. The Collectors who had come to regard their districts just in the same way as a great land-owner regarded his broad estate did not agree that the measure introduced by the Viceroy would strengthen their position. Anyway Lord Ripon's conviction was unshaken and the dim beginnings of Local Self-Government initiated by him has since Independence assumed the dimensions of a big banyan tree.

#### Other measures

This was not the only achievement of Lord Ripon. As a spokesman of Indian interests he took a number of measures to restore the self-respect of Indians. The Ilbert Bill according to which the Viceroy sought to empower

Indian magistrates to try Europeans who had committed offences roused a fierce storm among the European population in this country. They formed a defence association to fight the bill. As a result some of the clauses of the bill were later modified. Indians however learnt one lesson in this connection. It was that the potency of public agitation for the redressal of grievances. In the case of the Ilbert Bill the fact was driven home to them as to how a small community of Europeans were able through sheer force of agitation organised in a planned manner and carried out with a single minded purpose could bend a powerful Government. The European community stood as one man and their unity which was partly responsible for the success of the agitation made a great impression on Indian leaders. It is significant that two years after this event the Indian National Congress was brought into being.

The Vernacular Press Act also was repealed by Lord Ripon. The Act was placed on the statute book during the time of Lord Lytton and it imposed a number of restrictions on the Vernacular Press. Strangely enough the Act did not apply to the English papers. The Viceroy found that the Act caused needless hardships. He showed no hesitation in repealing it. It is mentioned in this connection that 58 editors of vernacular journals from all over India thanked the Viceroy and assured him as representatives of the people that they would prove equal to the grave responsibilities of Freedom. The repeal of the Press Act emphasised the twin doctrines of a Free Press and the Rule of law.

Mention may also be made of the Factory Act enacted by Lord Ripon. Of course industry was not in an advanced stage at that time. In 1882-83 there were only 62 cotton mills in India and of these 46 were in Bombay. In Bengal the main industry was jute and 18 out of the 20 mills in India were located there. The average daily number of people employed was 53,624 in the cotton mills and 42,797 in the jute mills. There was only a small industrial class but they had their own problems. The owners of factories enjoyed unlimited authority. Conditions in many factories were very unsatisfactory. Lord Ripon was well acquainted with the working of the English Factory Acts and the great benefits they had conferred on the working classes. But the Bengal Government told him that England and India were not parallel cases in this matter. They said that Indian workers idled and lounged and disliked fixed working hours. Their homes were squalid while the mills were well ventilated. There was no need for a Factory Act they said. But the Viceroy was unshaken in his resolve. He enacted the Factory Act in 1881. It applied to the whole of British India and contained several measures for the welfare of the labour class. The Act has been described as the result of humanitarian statesmanship.

(Continued on page 29)

## What makes for success

### Construct Ourselves

We are incapable, in our present state of division and confusion, of transforming our institutions all at once. Modern society is a heavy construction weighed down with all the errors of the past. At this moment we have neither the intelligence nor the strength to build up every single part of a new world. Before renewing our institutions, we must renovate ourselves and this effort of renovation can be begun here and now by any one who chooses. It may seem absurd to believe that we, obscure as we are, should be capable of effecting the revival of our nation by a tiny individual effort. Yet a very feeble effort becomes irresistible when it is multiplied millions of times. No one should think his contribution to the common work useless, however insignificant it may seem to himself. Nothing is harder than to strip oneself of one's egoism, intemperance, boorishness and laziness; of all those vices which arrest the development of our personality and make us odious to others. We must go untiringly repeating this extremely arduous and difficult attempt to reconstruct ourselves, with the help of physiology and psychology, until we succeed. Once we have recovered our strength and our clearness of vision, we can begin the transformation of our methods of education, our ways of life, our legislation and our government. Thus little by little, there will develop a social environment, in which the generation which succeeds us will be able to develop all potentialities hidden in the germ plasm. It is thus that, stone by stone, the new City will come to be built. Life only develops to its fullest and best in appropriate conditions; conditions which society has gradually created over thousands of years. Isolated and independent man has never existed except in the imagination of Jean-Jacques Rousseau. We depend entirely on other men: on those who live with us and above all on those who have preceded us. Society is composed of the dead as well as the living. Robinson Crusoe would not have survived without the help of the tools and the weapons he found. Even in his solitude, he benefited from the efforts of other men.

The future will be what we are ourselves. It is beyond doubt that the principle of least effort, the morality of pleasure and Liberalism are in contradiction to the laws of conduct inscribed in the very structure of our body and soul. They must therefore be firmly rejected. What will life, as it demands to be lived, give us in exchange for the satisfaction of our sloth and our appetites? At first it will bring us effort, sacrifice and suffering like any discipline intended for the training of the mind, organs and muscles. Later it will bring us something of inestimable value; something of which those who live only for pleasure, profit or amusement will always be deprived. This peculiar, indefinable joy, which one must have felt oneself to understand, is the sign with which life marks its moment of triumph; the moment when our physical and mental activities attain the end prescribed by the order of things. It is the joy of the runner breasting the

tape, of the artist before his work, of the woman hearing the first cry of her new-born child, of the scientist on the verge of a discovery, of the hero leading his people to victory, of the saint falling asleep in the peace of the Lord. Before those who perfectly perform their task as men, the road of truth lies always open. On this royal road, the poor as well as rich, the weak as well as the strong, believer and unbeliever alike are invited to advance. If they accept this invitation, they are sure of accomplishing their destiny of participating in the sublime work of evolution of hastening the coming of the Kingdom of God on earth. And, over and above all, they will attain all the happiness compatible with our human condition.

—Alex Carrel—*Reflections on Life.*

### Habit of Working

A great point to be aimed at is to get the working quality well trained. When that is done, the race will be found comparatively easy. We must repeat and again repeat; facility will come with labour. Not even the simplest art can be accomplished without it; and what difficulties it is found capable of achieving. It was by early discipline and repetition that the late Sir Robert Peel cultivated those remarkable though still, mediocre powers, which rendered him so illustrious an ornament of the British Senate. When a boy at Drayton Manor, his father was accustomed to set him up at table to practice speaking extempore; and he early accustomed him to repeat as much of the Sunday's sermon as he could remember. Little progress was made at first, but by steady perseverance the habit of attention became powerful, and the sermon was at length repeated almost verbatim. When afterwards replying in succession to, the arguments of his parliamentary opponents—an art in which he was perhaps unrivalled—it was little surmised that the extraordinary power of accurate remembrance which he displayed on such occasions had been originally trained under the discipline of his father in the parish church of Drayton.

—Smiles—*Self Help.*

### Industry Necessary Even For Genius

Newton's was unquestionably a mind of the very highest order, and yet, when asked by what means he had worked out his extraordinary discoveries, he modestly answered, "By always thinking unto them." At another time he thus expressed his method of study: "I keep the subject continually before me, and wait till the first dawns open slowly by little and little into a full and clear light." It was in Newton's case, as in every other, only by diligent application and perseverance that his great reputation was achieved. Even his recreation consisted in change of study, laying down one subject to take up another. To Dr. Bently he said: "If I have done the public any service, it is due to nothing but industry and patient thought." So Kepler, another great philosopher, speaking of his studies and his progress, said: "As in Virgil, 'Fama mobilitate viget, vires acquirit eundo', so it was with me, that the diligent thought on these things was the occasion of still further thinking; until at last I brooded with the whole energy of my mind upon the subject.

—Smiles—*Self Help.*

## Rambles in Officialdom

(CANDIDUS)

### XVII Examination and Tests

Service in the Government of Bharatania was linked up with competition, and in a remote and refined way subscribed to the thesis of the survival of the fittest. Naturally one of the methods of testing the fitness of the candidate is the examination way, at least when one seeks entry in service. Time there was when peons in Government offices were appointed after a casual physical scrutiny about their fitness for the posts by the selecting Officer merely running his eyes over their persons, and on their submissive demeanour; when clerks were just appointed on their mere knowledge of the English language and apparent smartness; and the higher posts went to the scions of aristocratic families, if they were not filled up by the members of the ruling foreign race. And yet, the efficiency of the administration was not a cause for worry; nor was it a subject of common ridicule; with the top sermonising about the degradation of efficiency to the bottom and the bottom, unable and "incompetent" to sermonise to the top, quickly thinking of the good old days. However without a doubt the examinations have their utility in the scheme of things in officialdom. It is claimed that examinations provide an impartial method of recruitment and selection. Thomas Babington Macaulay was credited with the original idea of the competitive examination for recruitment of Officers to the administrative services. But many cusecs of water have flowed past in Ganga and the Jamuna since then; if his ghost rises in its grave at the sight of a competitive examination now held for the recruitment of a Class IV Government Officer—well, it is not the fault of the present rulers! Why are there so many clamouring for a job particularly in Government Offices? Does it not point out to the fact of the alarming rate in the increase of population in this country—and to the need of family planning, particularly among the Class III and Class IV Officers whose progenies figure prominently in the list of applicants?

For some time there were examinations and examinations for all kinds of recruitment. But then, there was development in the size of officialdom itself; the biblical phrase of two blades of grass growing in place of one sounded as a platitude, when five Offices sprang up in place of one, and each of them housed a hundred Clerks (they now called themselves Assistant Officers) in place of ten; and fifty thousand applicants competed for fifty posts. The more the Government talked of their rosy plans and their employment potential, the more numbers of young men and my goodness! young women too—aspired for Government service with almost a vicious desire. The administration found the examination system had become a tremendous affair. They beat a hasty retreat and declared that examinations were not needed for the Clerical cadres and selection was to be made from

the marks obtained in the public examinations. So we have the curious spectacle of examinations for the open recruitment for Class IV (as in the case of Class I), with none for the higher Classes II and III!

And how were these examinations conducted? It is all a matter of simplicity itself—a mere copying of the examination for recruitment to top class if only in a simpler version! It was assumed that general knowledge was a necessity for a Government servant, even if he was lacking in common sense. And it is not to be forgotten that it is easier to hold an examination in general knowledge than common sense. So in the examination for Class IV Officer there were two written papers, one on general knowledge and the other on Arithmetic. Taking a long view of things, the Class IV Officer is surely to go up, and not to spend his whole career in the bottom of the ladder. And general knowledge and Arithmetic, the two basic things, will certainly help him, they are quite necessary for him in his progress. General knowledge is in fact the common factor of all examinations. Only its scope becomes wider with the higher examinations. But there is also another aspect of the case. General knowledge is nothing if it is not general; and it cannot be restricted or restrained by any kind of syllabus. In fact anything under the sun might be asked; general knowledge can be as general as the General Swadeshis or the General Electric. In a way the generality of its character will be a measure of the examiner himself; as much as the reply itself of the examinee. Sometimes these general knowledge questions are put during an oral examination. In one such in the Audit Department when promotions of auditors to superintendents were decided, a candidate in the middle forties was put the following question:—

“What did Emperor Asoka do when he came to the throne?”

“Well, Sir, he sat upon it” came the prompt and ingenuous reply. And surely it was a technically correct answer, apart from being the most unexpected. It also put the examiner into fits of laughter to the surprise of the examinee who was factual like a true auditor dealing in facts and figures, and never meant any joke. But he did understand his own unconscious humour soon. “Why such questions, and what is the relation between Asoka and Accountancy?”, you might ask; “He might have been a great figure in History,” you concede, “but what earthly usefulness of a knowledge about him in the day-to-day work of a superintendent in the Audit department?” Well here you betray your ignorance of the working of the mind of a Panjandrum. To one imbued with the highest sense of devotion to duty—so desirable in officialdom—the Asoka Chakra is both a symbol and reward worth aspiring for. And where can Asoka Chakra be without Asoka? And how can you understand the full significance of the Asoka Chakra without knowing the facts of Asoka's life? Lest I forget the most important part of the episode, I must tell you that this candidate who gave this answer about Asoka and his throne got his promotion very deservedly.

Of a different class are the tests and qualifying examinations which come in, once you enter service. In a way they are well defined in their scope as the subject matter of the examinations will be only those in your own line. There is no need for competition in these; and no guarantee of your immediately getting the benefit, if at all. It has been laid down that a mere passing of a qualifying examination is no passport for entry in the higher grade. So many other things are there like the vacancies, your confidential record entries and the mind of the Panjandrum. One of the cardinal principles of Officialdom is that you must have some anomalies at some points inspite of its facade of Rules and Regulations as you have no control or chance for twisting the desired result to your aim. "Never keep anything perfectly perfect; always leave loopholes" is the watch word of Officialdom. As a policy it is Machiavellian; it gives one a freedom of action and of justifying anything and any kind of action when necessary. But as nothing is to be discarded in toto, examinations are still useful in a way.

The highest form of examination is that by a board, as it usually is when it is for selection to the highest cadres and the highlight of the show is the oral examination. A board, it is assumed as an axiom, is "above board". In political administration the highest is the "cabinet" of ministers; as much as in official administration it is the "Board" of Panjandrums. Because a board is foursquare, and because more than one member each in a different corner is unlikely to have common interest in a candidate and therefore its decisions are bound to be fair and *ipso facto* right, there can be nothing wrong with a board. However one wise man once said "If you want to do any favour, do it through a board, and you are always safe". Incidentally, it is no surprise if one hears of the "wooden-headedness" of the administration, there being only cabinets and boards at the top. No board — and particularly a board of examiners — ever meets with the minds of its members in a state of "Tabula Rasa". One great advantage of the board cannot be forgotten by anyone. If anything goes wrong, no individual member of the board is even partly responsible for the error; in that case the "invisible" board is there to take the whole mistake. You can dismiss the matter easily as the damage was done by an inanimate board!

Do you know of one class which gets in officialdom without examinations? Nay it is a sacrilege if they submit themselves to any examination. Needless to say that it is the class of Panjandrums. A Panjandrum is above all examinations; if at all he is in an examination it is as an examiner and not as the examinee. He grows in stature not as a result of any examination but by a process of "selection". And as a class are they quite happy and contented about it? Certainly not — at any rate the ones not selected. And yet suggest to them a change. They will look snuffy at you and take you for a noodle.

## Lessons in Community Development

KURIANSON

### Lesson 10

**Q.** Last time you said that you would give some details about the various Plans that were drawn up by different people immediately after the end of the second war.

**A.** Yes. I shall give a few details about two or three plans that were before the public eye at that time. The first is the Bombay Plan. This was formulated by eight Industrialists in Bombay and aimed at doubling the per capita income in 15 years. This involved the doubling of the net output in agriculture and that of industry five times. It budgeted for a capital expenditure of Rs. 10,000 crores as follows. Industry Rs. 4,480 crores, Agriculture Rs. 1,240 crores, Communications Rs. 940 crores, Education Rs. 490 crores, Health Rs. 450 crores, Housing Rs. 2,200 crores and Miscellaneous Rs. 200 crores. The Plan was a pioneer effort and it served to awaken the interest of the people in planning. The plan however had a mixed reception. Some said that it was capitalistic in outlook and sought to find an outlet for private investment. Others considered it as a compromise between capitalism and socialism. It was also said that the plan was one of production and distribution was only an after thought. The criticism was also levelled that the plan placed emphasis on industrial and not on agricultural production. Again it was pointed out that the political warp and woof of the plan showed little trace of any desire to raise the standard of living of the masses. Nevertheless the plan has its significance as a pioneer effort.

**Q.** What about is the next Plan?

**A.** The next Plan was called the peoples' plan and its author was Mr. M. N. Roy. The objective of the plan was to provide the basic needs of the population within a period of ten years. The rural per capita income was sought to be raised from Rs. 29 to Rs. 121 an year and the urban per capita income from Rs. 57 to Rs. 172. It was estimated that the standard of living of the masses would rise by 300% within ten years at a cost of Rs. 15,000 crores. The plan was described as anti capitalistic in outlook. It laid more emphasis on agriculture.

**Q.** Was there any other Plan?

**A.** There was another rough and ready plan motivated by the basic ideas of Gandhian philosophy. It was not a clear-cut plan but the basic philosophy that should animate a plan. Some people at that time however called it the Gandhian plan. The first point about the plan was that it laid emphasis on the moral and cultural side of man more than on the materialistic side. Simplicity, non-violence, sanctity of labour and recognition of human

values were the main features of the plan. It aimed at raising the cultural and material level of the people within a period of ten years. The basic objectives of the plan were the development of agriculture and promotion of cottage industries. The implementation of the plan involved balanced diet, sufficient clothing, housing accommodation of 100 square feet, free and compulsory education, adult literacy, medical facilities especially in rural areas, public utility services and recreational facilities in rural areas. The plan envisaged the formation of panchayats saddled with the following functions among other things, (1) Collection of land revenue, (2) Maintenance of peace and order in the village, (3) Administration of justice including arbitration in disputes, (4) Organisation of basic and adult education schools to be controlled by panchaya's, (5) Provision of maternity centres in rural areas, (6) Improvement of village sanitation, (7) Maintenance of roads, tanks and wells and (8) Organisation of co-operative credit. Two or three points about the plan may be mentioned. In keeping with the principles of Gandhian philosophy the plan was against capitalism. The exponents of the plan contended that capitalism meant ownership of the means of production and the appropriation of profit. These two produced a number of evils which added to the misery of the common man. So Gandhism wanted to avoid these evils. In the place of Capitalism what Kumarappa called Villagism was sought to be introduced. Its aim was each for all and all for each and it sought to attain this aim by a process of decentralisation. A sound system of production according to Gandhiji was to be judged not by the amount of money it brought but by the extent of self-development it helped to achieve.

Q. How did these plans fare?

A. These plans never reached the stage of implementation. They were superseded by the Government's First Five-Year Plan.

I want my sheep to be shorn and not shaven.

EMPEROR TIBERIUS

## For an Administrator's note-book

### Bureaucracy

"—There is a more insidious threat which cannot be overlooked. It is the reduction of democratic institution to a facade behind which a powerful bureaucracy controls the policy and administers the country under a new system of absolutism—Especially under the British Rule a system of undiluted bureaucracy had functioned for over a century and neither the monarch or the political leader counted as against the local officer—a doctrine of mabapism—of looking upon the official as the father and the mother of the common man had been encouraged. As this tradition has not altogether been eliminated the danger of the bureaucracy over-shadowing democracy and using the democratic forms only as a cover for arbitrary authority cannot be overlooked."

SARDAR PANIKKAR

### Disciplinary action

The conception of disciplinary action should not be restricted as at present to specific acts or omission on the part of employees, but should also be extended to take into account inefficiency, lack of initiative and interest in the performance of their official duties. Discipline should therefore be given a broader connotation.

A. K. CHANDA

### Administrator

The Public Health Director is not only a doctor, he is also a Government administrator. The Highway Executive is not only an Engineer, he is also a Government administrator. The Welfare Executive is not only a social worker, he is also a Government administrator. The Planning Director is not only a designer, he is also a Government administrator.

ANON

### Decentralisation

If as I strongly believe power of all kinds economic and political must be diffused, if it is vital that citizens should participate in the programme of the Government, if it is important that confidence in the Federal Government must be maintained, then decentralisation is essential.

LILIENTHAL

## New Administrator's Library

**Letters to Rajkumari Amrit Kaur By M. K. Gandhi. Published by Navajivan Publishing House, Ahmedabad. Price Rs. 1-50**

This is a collection of letters which Mahatma Gandhi wrote to Rajkumari Amrit Kaur covering a period of more than a decade. Though these letters are short they nevertheless give an insight into the mind of the Father of the Nation. In these letters we learn at first hand of Gandhiji's loving kindness, his consideration for others, his confidence in the common man, his solicitude in his welfare and his remarkable capacity in judging others. Another thing is that even when he was face to face with difficulties he never lost his equanimity and attended even to small things without being perturbed by the impact of his immediate environments. The letters written from Bengal confirms this fact. The letters also give us an inkling of his profound faith in God which he called TRUTH. Simple and lucid the letters, are interesting and informative reading and considering the moral and spiritual value of the letters and the vivid glimpses they give into the working of Mahatmaji's mind the price charged for the book is only nominal.

**In Search of the Supreme-Vol. I by M. K. Gandhi. Compiled and edited by V. B. Kher. Published by the Navajivan Publishing House, Ahmedabad. Price Rs. 5.**

Mahatmaji always emphasised the moral and spiritual side of man more than his material side. Man does not live for bread alone. He always discouraged what writers called a bread-centred life. The book under review is a collection of his writings on other than mundane things. These writings are classified under five sections each of which deals with one or the other aspect of God. The compiler has taken much trouble to classify the writings in a logical way and in a manner that would bring to the surface the essential under-currents of Mahatmaji's spiritual ideas. Some of the articles are no doubt a bit heavy but the careful classification has done much to simplify things within limits.

**Truth called them differently: Tagore-Gandhi controversy. Compiled and edited by R. K. Prabhu and Ravindra Ka'ekar. Published by the Navajivan Publishing House. Price Rs. 1-50.**

Great men think alike, it has been said; The correspondence between Gandhi and Tagore ended in the discovery that there was no difference between them. For Mahatmaji himself has said, "I have found no real conflict between us. I started with a disposition to detect a conflict between Gurudev and myself but ended with the glorious discovery that there was none." It is good that Navajivan Publishing House has published the correspondence for thereby the real facts of the matter have been made available to the public.

K.

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