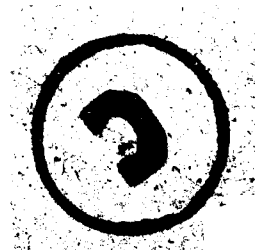


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New Administration

Vol 3. No 4, Feb. 1961.



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THE NEW ADMINISTRATOR

Vol. III

FEBRUARY 1961

No. 4

READING AND EFFICIENCY

Some time ago we published an article under the caption "Public servants and reading habit." The writer deplored the decline in reading habit among public servants of all classes since Independence and suggested measures to encourage it as a means of stepping up administrative efficiency. Since then the importance of reading in the context of improving administrative efficiency has been stressed by more than one leader in our country including our Prime Minister. Quite recently the Governor of Orissa Mr. Y. N. Sukthankar dealt with this topic while speaking under the auspices of the Institute of Public Administration, Patna. His words may be quoted *in extenso*. "A good administrator must also take care to see that he is helping his own mental growth by doing a certain amount of reading every day. He must make it a point to read all about the particular job he may have undertaken. These days there are a number of technical books written in simple lucid language. He should study these books as soon as possible, after having taken on his job and check upon what he reads there by what he comes across in doing his job. He should always look upon himself as a learner and even if he has spent a certain number of years he should not consider himself as an expert whose education has come to an end. Our country is moving on with great tempo. Technical and scientific inventions are taking place with great speed. He must therefore do his best to keep abreast of all the changes by doing a good deal of reading. But apart from this technical reading which improves his knowledge in a particular post, it is essential that he should do a good deal of general reading. For this purpose he should make it a point to spend some time regularly every day in reading. However busy he may be and howsoever arduous his duties, it should not be impossible for him to spare every day half an hour or three quarters of an hour or even an hour in reading and if he spends that time regularly every day he would find that he had done a satisfactory amount of reading at the end of the year far more

satisfactory than if he had gone on reading spasmodically and complaining most of the time about lack of leisure for any thinking or reading. Apart from standard classical books he should devote a certain amount of time every day to reading of journals and newspapers."

These observations speak for themselves. They apply not only to the civil servants but to all classes of public servants. In a welfare State with its ever expanding frontiers of administration, it is essential that public servants from the Ministerial ranks upwards should by systematic reading keep themselves well informed and then only they can do their jobs efficiently. The decline in reading habit among public servants accounts much for the deterioration of administrative efficiency. It is, therefore, incumbent on the Government to combat this decline in reading habit as a necessary first step in the promotion of administrative efficiency. Provision of books and journals in all public offices, encouragement of publishers in the production of books relating to administration and welfare State, a reaffirmation of merit as the sole criterion for official advancement are some of the ways by which Government can tackle this problem. It is quite possible that State Governments may plead lack of funds in this matter. The Government of India may therefore consider the question of making a lump-sum allotment to each State for the purpose of providing literature in the shape of books and journals for public servants. The outlay required for the purpose will be quite negligible considering the benefits that are likely to accrue from it. Restoration of administrative efficiency needs the topmost priority before the Third Plan is launched and in this promotion of reading habit is a vital contributory factor.

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Manager

News and Notes

An agricultural University

The Uttar Pradesh Agricultural University, which was inaugurated by Prime Minister Jawaharlal Nehru on November 17, has several claims to distinction. It is India's first agricultural university. Students will have opportunities to earn while they learn. On their huge farm, they will perform all the manual labour which a farmer in India is required to do. "Many things will be learned through your work programme such as crop rotation, the use of fertilizers, line-sowing, etc.," said the university's energetic Vice-Chancellor, Mr. K. A. P. Stevenson, in his opening address to students. "But perhaps the most important will be the gospel of the dirty hand. Honest toil is recognized as having a dignity of its own and as being necessary to round out one's education for effective citizenship." There are no chaprasis (peons) at the university. Instead, students serve as messengers, laboratory helpers, telephone operators, workers in the poultry and dairy. They are paid for their work and, thus, relieve the burden of supporting them from their parents' shoulders. It is possible for a clever and hard working student to earn his degree months ahead of slower classmates because, following the American pattern, the curriculum is broken up into separate courses, each of which is taken separately and examined separately. Some courses are four-credit courses, and others two and some even one. The more credits obtained, the greater the scholastic progress towards completion of the curriculum. Each student has a faculty adviser whose duty is to help him in all matters. Text books are loaned to poor students. The big university library is open from early morning till late at night. The "outdoor" classrooms of the university are the fields and facilities of the 16,000-acre Terai State Farm near Naini Tal, in an area that only 13 years ago was impenetrable jungle.

In 1947 the Uttar Pradesh Government began clearing 100,000 acres of thick jungle. Malaria was brought under control by spraying insecticides against mosquitoes. Refugees and political sufferers of the freedom struggle, veterans of the second world war and landless labourers flocked to cultivate the cleared land. The Government decided to establish an agricultural university on the vast State Farm along the lines of Land Grant Colleges in the United States. In these colleges stress is laid on the application of science to solve problems facing farmers in actual life. The extremely high state of productivity achieved by U. S. agriculture is due in a large measure to the work of these institutions.

Lessons from Japan

"Japan achieved a phenomenal rate of economic growth of 20.6 per cent during the last fiscal year ending March, 1960, according to the figures on national income released by the Government's Economic Planning Agency. "This is the highest rate of growth of the country's economy during the post-war period. Even allowing for fluctuations in commodity prices, economic activity showed an expansion of 17.7 per cent over the previous fiscal year. The rate of economic growth in the fiscal year ending March, 1959 was 13 per cent. "Earlier estimates had predicted last fiscal year's rate of growth between 11 and 12 per cent. "The Economic Planning Agency figures show that the gross national product in the last fiscal year totalled 12,522,400,000,000 yen (approximately £ 12,522,400,000), an increase of 2,142,700,000,000 yen over the previous fiscal year. "The national income rose by 17.5 per cent while the per capita annual income increased by 16.3. "Individual savings also rose by 40.2 per cent. The overall capital investments by both Government and private industry in

facilities, housing and stockpiles increased by 56.8 per cent. Investments by private interests showed a particularly marked increase of 75 per cent over the previous year. "In foreign trade, exports last year rose by 19 per cent while imports also went up by 29.5 per cent." These facts are interesting in the context of the vital role of private enterprise in Japan.

Profit Motive

A plea for ending the controversy between private and public sectors was made by Pratap Singh Mathuradas, President, Indian Merchants' Chamber, recently, addressing its third quarterly meeting. While the public sector could play the role of a catalytic agent by operating at certain strategic points, it could never be a substitute for the initiative enterprise and inherent dynamism of the private sector, he said. The private sector, both before and during plan periods, had contributed significantly to the development of large-scale and heavy industries under adverse conditions. Referring to the criticism that the private sector was guided primarily by profit motive, Mr. Mathuradas said: "It is not correct to say that profit is the primary object of the private sector alone. On the contrary, profit in a sense of surplus over cost is the rationale of business activity in any sector." It is important to realise that the public and private sectors are not rivals but complementary to each other. So, long as this realisation is wanting the economic progress of the country will be hindered to that extent. The role of the public and the private sectors in any country is determined by the economic circumstances obtaining in that country. In the context of Indian conditions the two sectors are complementary and rivalry between them may prove a suicidal policy.

Industrialise or perish

Speaking recently at Trivandrum the Governor of Kerala pleaded for an industrial truce for the next five

years in order to step up industrial production in the State. He said "I must specially tell the workers that it never pays to quarrel with the management. Let us not regard them with hostility or consider their interests counter to those of the workers. In the long run it is the workers who would gain if more and more industries are established and run successfully. Employers also should appreciate that however much they invest, the industry would refuse to run if the workers refuse to cooperate. Our watchword today should be produce or perish." Labour unrest and tension in employer-employee relations have become a familiar feature since Independence. If one cares to scan the statistics in this regard the fact will be patent that crores of rupees have been lost as result of strikes and lockouts. It is often forgotten that in achieving the concept of the welfare State everybody will have to place the interests of the community over those of individuals or sections. Labour no doubt has become conscious of the rights but they have not been sufficiently alive to their responsibilities. Similarly Employers should shed the 18th century attitude towards labour and should look upon the workers as their partners in the business. Over and over again this fact has been emphasised by Ministers as well as leaders of the public. But still adequate realisation of this is wanting and so long as this is the case industrial production is bound to be hindered. It has to be remembered that welfare State is not something easy to achieve. It requires sacrifice on the part of all sections of population. What we see today is that people talk less of sacrifice and more of their rights. This outlook has to go.

Education of workers

In the context of the Workers' Education Scheme now being promoted in India, the activity of the trade union organisation in Germany

in the same field is an interesting study. This activity in the Federal Republic of Germany covers a wide range, extending from the work being done by the teachers in numerous trade union schools to correspondence courses. In this way trade union members can continue their education even while they are already employed full time. The German Federation of Trade Unions is the parent organisation of almost all trade unions in the Federal Republic, and the individual trade unions run their own trade union schools. The German Employees' Trade Union, the Federation of Christian Trade Unions, and the Civil Servants Cartel also play an important role in the trade union movement. Hitler's ban on trade unions and the abuse of the phrase "trade unions" by the dictatorial organisations in the Bolshevik countries have inspired the Federal Republic's trade unions to set up their own network comprising 27 permanent schools where young workers can be given instruction on free institutions and in the democratic principles of the trade union movement. The schools are designed also to acquaint active trade union members, and especially officials, with labour legislation, economics, social problems and the principles of modern society generally. The course lasts for 3 to 5 weeks. In addition, there are special workers' conferences, such as meetings of the "Work and Life" group, which regularly conducts informative discussions in the Ruhr festival plays theatre in Recklinghausen. Further instruction is possible at the three "social academies" which, founded by the trade unions, have now been taken over by the State of Hesse. These academies are often attended by energetic members of the cooperative societies. Besides general, social and political instruction, the schools run by the trade unions of the various individual industries also hold courses in specific technical subjects. The school syllabus of Germany's largest trade union, the union for "Public

Services, Transport and Traffic" includes not only basic courses such as the "Outline of Labour Laws" but also special courses for Government officials, personnel from gas, water and electricity works, for local government employees, social workers, hospital nurses, etc. Although the trade unions do what they can financially in several ways and by compensating the participants, in part at least, for the wages they have lost through attending the training courses and although public and private concerns subsidize participation in the courses by financial contributions, many trade union members are unable to leave their work for weeks at a time. Correspondence courses are available to such workers. German trade unions have organized no less than 85 correspondence courses during the past year. These courses, which transmit essential basic knowledge of economics and the trade unions, also cater for women by organizing instruction in domestic science, hygiene, fashion, clothing and even cosmetics. The correspondence courses are very popular. Often, groups of six to eight people get together in order to discuss and study the letters. The central office for these courses and the participants in the courses often exchange lively correspondence, which is as it should be if this "long-distance" instruction is to be of value.

Agricultural University in Andhra.

Close on the heels of India's first Agricultural University inaugurated in Uttar Pradesh plans are being finalised to establish another institution in Andhra Pradesh, at Rajendranagar, about 11 miles from Hyderabad. Rajendranagar is already a hive of agriculture research and training institutions and it is considered only a short jump to the agriculture university—patterned largely on the Land

Grant Colleges of the United States. Much of the planning has been done in conjunction with American advisers sent to India under the U.S. Government aid programme. This rural area with all the facilities of electricity, communications and water supply which will be converted into a 2,000-acre campus has already within easy reach a large agricultural research station, cattle breeding and dairy farms and training centres for community development personnel. What is more, a college of agriculture, which will form one of four constituent colleges of the proposed university, is already in operation with hostel facilities. Again, as a nucleus for a full-fledged College of Veterinary Science and Animal Husbandry, a school offering a two-year course in the subject has been established. Eventually, the planners hope to have two more colleges, one for Agricultural Engineering and Technology and another for Home Science. These will complete the Agricultural University programme. The university will have a separate Board of Management, a Vice-Chancellor, Deans and Directors of Teaching, Research and Extension. Andhra Pradesh, which is regarded as the bread basket of India due to its vast foodgrain yields, is certain to benefit from the projected multi-faceted agricultural university.

Population studies

The Demographic Training and Research Centre at Bombay was established in 1956 under the joint sponsorship of the Government of India, the Sir Dorabji Tata Trust and the United Nations. Its purpose is to conduct scientific research on population problems that are of special importance in Asia and the Far East and train personnel from this region in the field of demography. As a regional institution supported by international agencies its programme is broad and its chief aim is to help accumulate scientific knowledge, to

develop research methods, and to train a select group of professional persons as specialists in demography. The staff of the Demographic Training and Research Centre consists, at the present time, of a Director and five senior professional staff members, together with the necessary junior technical, administrative, clerical and field personnel necessary to carry out the training and research programme. The Governing Body administers the Centre on behalf of the Government of India and the Sir Dorabji Tata Trust. An Advisory Committee provides the avenue whereby governments of the ECAFE region can advise the Centre on its programme and keep the United Nations informed of its progress. The training programme of the Centre is divided into two parts, the Basic Course and Advanced Training. Individual work by the student is undertaken at the Seminar Course. It is here that the student's research ability is developed. Each student is required to prepare two reports for presentation at the Seminars. The first is a general demographic study of a country of the region, generally the student's own country. The second report is a demographic research problem; it is selected by the student and pursued as an exercise in independent research. Since its inception, the Centre has trained 57 students from the following 14 countries: Afghanistan, Burma, Ceylon, Hongkong, India, Indonesia, Iran, Japan, Korea, Nepal, Pakistan, Philippines, Taiwan and Thailand.

Standardisation

Standardisation, or the application of standards in methods of production, appliances, processes, raw materials and products, is an essential part of economic development. It helps the producer to turn out goods to prescribed specifications, assures to the consumer the quality and reliability of the goods he buys and promotes the utilisation to the best advantage of the available resources. Standards, prescribed after

detailed and expert study, help in preventing wastage of essential raw materials. In India, the Indian Standards Institution (ISI), the national body for laying down standards, was set up in 1947. The ISI prepares for general adoption standards of materials, commodities, structures, practices and operations. It coordinates the efforts of producers and consumers and promotes quality control methods. The ISI, which brings together purchasers, producers, Government departments, scientific organisations, industrial houses and members of the trade, prepares its standards through a large number of committees and panels. Scientists, technologists and practical men from industry and Government are represented on these bodies. The committees and panels prepare draft standards and after laboratory tests, where necessary, the drafts are examined by one of the sectional committees of the ISI before they are circulated for public scrutiny and comment. The drafts are finalised after taking into account the comments received. Over 1,600 standards relating to industrial and agricultural products, building materials and practices, electric installation practices and consumer goods have been prescribed. Under an Act of Parliament, ISI is authorised to issue certification marks to products which conform to the specifications laid down in its standards. Already some 70 articles ranging from biscuits, soaps and fountain pen inks to items of machinery, chemical goods and packing material have come under the scheme and about 220 licences have been issued to manufacturers for the use of the ISI mark—a guarantee to the buyer of the quality of the goods he purchases. The importance of the certification marking system is being increasingly realised in industry as the applications for licences and enquiries about it steadily grow. The ISI is advised by a woman's advisory committee on the formulation and implementation of standards of articles of

every-day use in the home and in spreading standard consciousness.

Apprenticeship in Industry

Training of young people for suitable occupations and the organisation of apprenticeship and practical "know-how" courses in industry are important factors in the organisation of employment in any country. In Germany Broadcasting, film and television programmes designed to attract and influence young people play an increasing part in enlightening them about the occupations which are open to them and the training required for those occupations. Every Labour Office in the Federal Republic, has a department for vocational guidance, where both young people and their parents can obtain information and advice. If he likes, the adolescent can take an examination which will test him in the fairest way for his aptitude in the desired occupation. In the last few years nearly 90 per cent of all young people leaving school sought the help of the vocational guidance authorities at the Labour Offices. This year, roughly 570,000 young people have left school and have started a new chapter in their lives. In the Federal Republic the person responsible for vocational training is the employer. The training of apprentices takes three years as a rule, in the majority of occupations in industry, crafts and trades, and the customary branches of commerce. During this time the employer is obligated to teach and show his apprentice everything there is to be learned in his occupation. Once a week, however, the apprentice is missing from his place of work, and on this day goes to his professional school. Here he is instructed in the basic theory of his occupation by specialists who have been specially selected and trained for the purpose. The chambers of industry and commerce in the various districts are

(Continued on page 21)

Trends in Administration

Management Institutes

The Government of India in the Ministry of Scientific Research and Cultural Affairs have decided to set up two central management institutes to train the higher categories of personnel for the public and private sector undertakings. The two institutes would be located in Calcutta and Ahmedabad. The State Governments have agreed to provide land and buildings for the institutes while the recurring expenditure would be met by the Central Government. The equipment and staff for the institutes would be provided by the USA under the technical assistance programme. The institutes would train two categories of management personnel that is senior and experienced personnel in private and public undertaking who have already attained the rank of an assistant manager or over, and bright, young executives with outstanding academic qualifications. Short-term refresher courses for three months would be arranged for higher executives. Such institutes are also necessary in the field of public administration. Lack of training in the ever improving techniques of public administration is one of the causes for the deterioration in efficiency. It may be argued that there were no such institutes in this country during the British period. But it has to be remembered that the Welfare State is different from the Police States. In the nature of things public service personnel in a Police State did not require much of training because their functions were very limited. This is not the case in regard to the Welfare State. Vast areas of new responsibilities have been taken over by the Government in furtherance of public welfare and these make exacting demands on the experience and mental and intellectual equipment of the public servant. They cannot naturally handle these responsibilities without

periodical training and study. At present this is being done in some places by Governments or Universities. But independent private institutions can also be entrusted with this work. This practice is in vogue in some of the Western countries. Here also with Government support private initiative can do much.

Dispersal of Offices

The Chief Minister of Madras recently suggested, according to Press reports, that the offices of some of the Heads of departments might be shifted to mofussil areas. This is certainly a useful suggestion. Its implementation will reduce congestion in the capital. It will also reduce the strain on the transport system. Above all it will lead to the physical decentralisation of democracy. This is more important. A psychological aspect of Democracy is that the common man must feel that he is very near the Government. The Government is his; he is part and parcel of it. And so the Government should not be something that is remote from him. This feeling will easily develop when important offices of the Government are not concentrated in the capital of the State. If they are concentrated he may have the same feeling as a British commission expressed as the feeling of the common man in India some years ago namely Delhi durest (Delhi is far away.) It is also not possible to argue that the shifting of a few offices would hinder administrative activity or impair administrative efficiency. Of course certain important offices have necessarily to be at the headquarters of the Government. But there are a number of others which can with advantage be transferred to suitable places outside the capital. In these days when time and distance have been annihilated by science, shifting of a few offices is not likely to cause any hindrance. The efficiency of some

departments may perhaps be improved by such shifting. For instance the office of the Director of Agriculture can be shifted to an essentially agricultural district. Similarly the office of the Labour Commissioner can be shifted to an industrial area. At the present day most of the State capitals are overcrowded creating numerous fresh problems. These can be minimised by the suggested transfer of a few offices. Economically also such shifting is beneficial resulting in improved economic activity in mofussil areas.

Tourism

The tourist industry in our country is gaining momentum. It has already proved its value as a good foreign exchange earner. There is much scope for further development. India is rich both in its natural endowments as well as in her cultural and archaeological wealth. There is no lack of attractions here for the foreign visitor. But something else is also necessary to attract the outsider. Recently a correspondent referred to this. He seems to have based his observations on his contacts with some foreign visitors. He suggested that there should be less harassment by the Police and the Custom officials. This seems to be the opinion of many foreign visitors. It was suggested in this connection that to prevent such harassment each visitor should be provided with an identity card. Again the complaint is that too many questions of a personal nature are asked by Custom officials. Of course Custom officials have necessarily to ask questions but they can avoid being indelicate. Naturally nobody would like others prying into their personal affairs; but even when some questions of a personal nature are unavoidable, it is possible to put the questions in such a way as not to be taken amiss by the visitor. Officials have often a blunt way of putting questions. Some do this because they are full of their own authority. Such officials should remember that courtesy costs nothing but yields heavy dividends. Sometime

ago it was suggested that in interpreting law one should use more commonsense. Mere literal interpretation of law without using commonsense often leads to difficulties. Thirdly it has been said that visitors are being required to fill in too many forms. It is possible to reduce these formalities to a minimum. Every hurdle in the way of the development of the industry has to be removed so that like Italy, Switzerland and other countries tourist industry may prove a gold mine. What is really important is the need for utmost courtesy on the part of the people and officials towards the visitors. The goodwill of a foreign visitor is a great asset to our country in raising our prestige abroad. It may also be pointed out in this connection that internal tourism also needs attention from the point of view of improving the emotional integration of our country. At present attention to this is not adequate. We have to realise that our political unity is nothing without emotional integration and hence it is a matter of fundamental importance that more attention is given to the improvement of internal tourism.

Panchayat Raj

Enthusiasts in Democratic decentralisation will find enough food for thought in the views expressed by the team of Congress Parliamentary party which is engaged in evaluating the Community Development programme. They said at Nellore in Andhra Pradesh that the scheme of democratic decentralisation was being implemented in a half-hearted manner. They also said that the Zillah Parishad was asking for more and more powers while trying to boss over the Collector. One member is reported to have told the team that with the advent of Panchayat Raj there were too many feuds, murders, group bickerings, and political partisanship. Caste prejudices were also playing their role, he said. This is certainly disturbing news. In a country where the level of literacy is very low the danger of

giving too much powers to representative institutions is obvious. The Kerala Chief Minister sometime ago said in this connection that we have to proceed very cautiously keeping in view the realities of the situation. If representative institutions at the lower rungs are vested with more powers than they are capable of exercising properly, they are liable to misuse them and create problems which would make Local Self-Government impossible in this country. The crux of the problem lies in the lack of political education for representatives elected by the people. Villages are already cock pits of warring elements and representatives have to see that they do not add fuel to the fire by short-sighted conduct. They have to look upon their membership in a democratic body as an opportunity for service and not as a means for their self-advancement or the advancement of their community or an opportunity for paying back old scores. The proper outlook can be engendered only by proper political education. This education can be given through periodical seminars, refresher courses and lectures by development personnel. It is unfortunate that very little attention is being paid to this aspect of the matter at present. Representatives have also to remember that because they are representatives receiving no remuneration they are not above paid public servants. Bossing has no place in a welfare State. Especially bossing over the Collector can bring in its wake a train of evils. The Collector is the administrative head of the district. He is responsible for the efficiency of district administration. And no government can succeed without an efficient district administration. The weakening of the district administration since Independence is one of the cardinal causes for the deterioration in administrative efficiency. It is therefore a matter of utmost importance that nothing is done which would adversely affect the efficiency

of district administration. This presupposes that the Collector should be left alone and representatives of the people who are only laymen in the matter of administration should stop short of any interference with his work. This is a basic condition for the success of district administration.

Redtapism

The Special Police Establishment feels that delays in public offices gives scope for malpractices. In the name of having things expedited bribe is offered by members of the public and taken by employees. It has therefore been suggested that redtapism might be cut down as far as possible. Of late redtapism has been made to bear the responsibility for a number of evils. Whoever sins, Redtapism has to bear the cross. This is certainly looking upon things from a wrong angle. In public administration Redtapism is inevitable. It cannot be completely abolished. If as Dr. John Mathai a former Finance Minister said it is abolished another tape white or brown has to take its place. In public administration unlike in private administration one cannot deal with a case as one likes. Certain canons have to be observed because public administration is answerable to the public at large. There should be uniformity of treatment of the same case. There should be adherence to precedents, there should be identity of procedure etc. The essence of all these is Red Tape. If we give this up, things are sure to go wrong. Too much of this may perhaps be bad. Even then it cannot be made to shoulder the whole blame for administrative delays. During the British period there was plenty of Redtapism. In fact it has been said that Redtapism was then an end in itself and not a means to an end. Even then administrative delays were not so abnormal as at present. The reason is that the higher ranks of civil servants saw to it that delays did not occur in the name of Redtapism.

This is possible today also. Heads of offices should have the initiative and drive and then there will be less delays. Now many of them are afraid to take initiative ; they seek to avoid responsibility ; they fear to exercise authority lest they should get into difficulties.

Public sector

The performance of public sector undertakings came in for critical scrutiny recently in the Parliament. Stress was laid on the importance of sound management of public enterprises and their accountability. It was pointed out that the public sector was inevitable for the development of national economy and for sustaining the private sector. While units in the public sector were growing, no definite principles had yet been laid down for determining their growth. The Estimates Committee had forcefully pointed out the dangers of the company type of administration which most of the units were having today. This type of administration was not very desirable because under it officials exercised more control and there was less accountability. The suggestion was therefore made that we should have departmental administration as in the railways with full internal autonomy and accountability to Parliament or we should have statutory corporations. Of late there has been a lot of criticisms against public sector especially by members of the private sector. This is natural so long as the private sector thinks that they have a monopoly of management efficiency. The criticisms sound or unsound apart, it has to be remembered that in a socialistic pattern which we are striving to establish, the efficiency of the public sector is a matter of great importance. If public sector cannot deliver the goods properly then the socialistic pattern is bound to prove an illusory one. There is no doubt that lack of efficiency in the public sector is primarily due to lack of trained

personnel. The question of constituting a separate service for business administration may perhaps be considered in this connection. A central pool can be drawn up manned by men drawn from various fields of business and by I.A.S. Officers with a flair for business administration. Some such arrangement is necessary to ensure efficiency in the public sector. We have to stop the leaks and make the ship safe for voyage to the harbour of socialistic pattern.

State Governors

"In all positions of authority a person counts" observed the Prime Minister recently with reference to the constitutional position of State Governors. In other words the impact of the personality of the occupant of an office can do much to neutralise the limitation of that office. We have had an illustration of this some time ago. According to Press reports the Governor of Kerala cast aside all formalities of his office met the members of the Planning Commission and argued for a larger allotment for the State under the Third Five-year Plan. He succeeded and secured a sizable increase in the allotment. This must certainly serve as an eye opener to those who look upon the office of the State Governor as a superfluous item of expenditure. At one time in the past there was an active move in one of the States for economising in administrative expenditure by suggesting the abolition of the office of the Governor. The suggestion however did not gain momentum. Later the Prime Minister said that State Governors should look upon them as something more than mere ceremonial heads. In the arena of local politics and in the currents and cross currents of State affairs the Governor with his detachment and his position above politics and local forces can provide useful guidance to his Ministers and the officials as well. But the complaint has been heard that in some States the Chief Ministers do not seek the advice

and guidance of State Governors. This is an unhealthy practice. But it is also possible for Governors to keep in touch with secretaries to the Government and heads of departments and through them keep in close touch with the trends in administration. During the British days the Viceroys made it a point to invite secretaries to Government once or twice in a month and acquaint themselves with the working of their departments. More than one Viceroy have testified to the usefulness of such contacts in the course of their writings. In public administration every post has responsibilities attaching to it. It is up to the occupants of the posts to demonstrate their usefulness.

Consumers' Co-operatives

Consumers' Co-operatives represent an important branch of the co-operative movement. The growth and popularity of these Societies in Germany are remarkable. Ever since the social and economic emancipation of the people was achieved, the question of a "proper price" has been the central point in all considerations of supply and demand. In 1894 the "Great Co-operative Buying Society of German Consumers' Co-operatives" was founded in Hamburg as a purchasers' centre. Its object was to procure articles in daily need in large quantities and offer them in small quantities to its members, at prices as advantageous as possible. The constant growth of "Konsum", as it was called, was violently interrupted during the Third Reich, but after 1945, it was re-established with very great success. Today, nearly 2½ million housewives and heads of families are members of these consumers' co-operative societies. If you take an average family as one consisting of five persons, you can say, without exaggeration, that 12 million Germans cover their daily wants in "Konsum" shops. Since the 2½ million customers of these co-operative societies are at the same time

co-owners, they are interested not only as consumers but also commercially in the turnover of the 9,301 "Konsum" shops. In 1959 the annual turnover amounted to nearly to Rs. 32 lakhs. The lion's share was achieved by the "general shops" and not by the "special shops" that are affiliated. This means that a considerable amount of the goods in need daily in Germany, such as meat and bread, drinks and cleaning materials, under and outer-clothing, tobacco and coffee, are bought in the "Konsum" co-operative establishments. Entirely contrary to the Communist State shops (HO) in the so-called German Democratic Republic, where there are all the disadvantages of State control, the "Konsum" cooperatives operate according to private economic points of view. Accordingly, membership is voluntary. Very early, the "Konsum" shops adopted the general advertising principles and fell into line with the competitors' topmost achievements in shop-window decoration and shop-furnishing. In conformity with modern purchasing techniques there are at present 1,266 self-service stores. While at first the "Konsum" in Germany was only a buying and selling cooperative society and produced no goods of its own, its path, nevertheless, led, after certain difficulties and re-arrangements that of necessity arose, to the securing of its own factories. Of these, in 1959 there were 125 bakeries and confectionery establishments, 24 butchery businesses, 29 coffee-roasting establishments, 30 wine-cellars, 10 firms making drinks, together with tobacco factories, dairies and a poultry-farm. In these "Konsum-owned" concerns, goods to the value of half-a-million DM were produced at prices as favourable as possible. Apart from this, in the meantime, "Konsum" has started itself importing on a considerable scale coffee, tobacco, wool, wine and similar goods imported directly from the producing countries.

Agricultural Techniques

"Ceaseless efforts by American farm organisations are responsible for much of the progress of U.S. agriculture", an Indian State agricultural official reports. Nripendu B. Das Gupta of Calcutta, Superintendent of Agricultural Marketing for the Government of West Bengal, described in an interview his conclusions from six months of observations in various parts of the United States. He listed a number of American agricultural techniques which might be utilized to increase India's food output. Das Gupta said American methods of storing grains might eliminate much waste of Indian grain and losses due to infestation, moisture damage and rodent attack. "Use of steel for construction of flat-type warehouses enjoys a widespread vogue in the United States", he declared. "This practice may be adopted in India, as it makes for structures completely rodent proof." The West Bengal official noted also that chemicals for fumigation and spraying are used sparingly in India in commercial storage of agricultural produce. "This accounts for a very high incidence of insect damage of grains in storage", he said. "To remedy this defect, the use of spot fumigation, general fumigation and surface spraying seems an urgent necessity. The U.S. Commodity Credit Corporation has recommended many chemicals for this purpose, which may with necessary adjustments, be used in India". Das Gupta pointed out that American farmers received great benefits from price support programs, marketing news service, crop reporting and estimating, healthy cooperatives and many other programs. Some of these schemes now are being implemented in India as well. "Much of the progress of U.S. agriculture, both in the sphere of production and marketing has been achieved by the ceaseless reports made by the farmers' own organizations", the agricultural official

observed. "Such organizations are conspicuous by their absence in India. This gap has to be removed as early as possible". Das Gupta said the marketing of agricultural produce in India has suffered from several weaknesses such as poor transportation facilities and absence of compulsory grading systems. "Many of these weaknesses", he said, "were noticed in the United States not long ago, by determined efforts most of them have now been removed,

Call to Engineers

The Governor of Madras called upon Madras engineers not only to maintain their reputation, but also try to give a lead in effecting economy and ensuring efficiency in the execution of projects. He was inaugurating the opening session of the 38th annual general meeting of the Institution of Engineers (India), Madras Centre. Engineers, he said, were the builders of the country. They were concerned with the three essential requisites of man—food, clothing and shelter. In an underdeveloped and infant democratic republic, engineers had a vital and significant role to play. The State and Union Governments had formulated ambitious schemes for the economic and social rehabilitation of the people, and engineers came in every sphere of activity. Modern times needed modern technique, and he was sure Madras engineers would utilise their full talent for the glory of the country. Mr. K. V. Ekambaram, Chief Engineer for Irrigation, in his address, stressed the need for sound engineering education. "We have taken care of quantity, but we should hereafter look to quality if we are to get in line with the advanced countries of the West, he said. He urged that more people in the teaching line should be deputed for advanced training. No less important was the condition of engineers in Government service "who are not placed on a par with sister services like the I.A.S. and I.P.S.

Incentives

The Government of India has decided to introduce annual awards by the President to encourage the Central Government industrial enterprises to exceed their production targets and achieve outstanding all-round performance. The awards have been instituted at the instance of the Prime Minister. A shield in copper and silver will be awarded to the public sector enterprise adjudged best for its all-round performance during every year. Certificates of Merit will be awarded to five under-takings for outstanding performance, taking into consideration their financial working, cordial labour relations in the factory and any special contribution made to the country's economy through research, discovery of new process, design of machinery and equipment, etc. Certificates of Honour will be presented to the under-takings whose performance is adjudged to be satisfactory. Similar incentives are necessary for public servants also. No doubt now and then and here and there incentives are provided for them. Recently it was in the news that the Kerala Government awarded four advance increments to an excise official for detecting an illicit distillation case. Other Governments also encourage outstanding individual performances. But all these have to be placed under a fool proof arrangement. There should be a wider application of incentives to all classes of public servants who do outstanding work. Secondly the application of incentives has to be regulated by just rules so that there is no room for nepotism or individual discrimination. The O and M Sections have to evolve a scheme in this matter.

Working Hours

Speaking recently, the Finance Minister, Madras, suggested an increase of working hours in Government offices. He said that in Western countries employees started work by 8 A. M. or 9 A. M. Of course increase of working hours is good if it would lead to an

increase in outturn. But this is not always a matter of certainty. During the British period working hours were less but the outturn was greater. Greater outturn depends on a number of factors. Knowledge, experience, grasp and diligence of the public servant concerned are among the decisive factors that go to influence the quantum of outturn. The lack of these can however be made up to some extent if the individual concerned has a developed sense of the value of time. There is no use of one attending office at 8 A. M. or 9 A. M. and wastes one or two hours in gossip or in roaming about or in the restaurant. He has to see that he makes most of the working hours and no time is wasted unnecessarily during the period of his work. Then only he will be in a position to improve his outturn. At present the general complaint as voiced in the press in that much time is wasted by public servants in many offices during office hours. To curb this, Movement registers have been introduced in some public offices. The point for consideration is whether this has produced satisfactory results. If they have not been effective other measures have to be devised. This matter has to be looked into before any further increase in working hours is given effect to.

The Safest Criterion

Dr. Rajendra Prasad recently suggested a criterion by which to judge the success of the Panchayat Raj Scheme. The safest criterion he said would be the extent of visible improvement in the sanitation and general outlook of the villagers, after the first two years of the working of the scheme. He also advised in this connection that elected members should work in a spirit of service. The officials, he said, would have to be something more than office hands. They must have tact and must be motivated by the strength of their convictions. Though probably they would have to be part and parcel of the official machinery they must realise

that they owed allegiance to the villagers also. Legislators, the President said, must play a prominent role in this process of decentralisation. They must set an example of earnestness and sincerity of purpose to other elected men and women without in anyway giving room for what might be called Bossism. These words are well worth being borne in mind by all concerned. If the future of this country can be said to depend upon a single scheme, it is the scheme of Panchayat Raj. It seeks to inculcate the spirit of self-help in the rural folk and train them in the democratic way of life. Democracy is not merely a form of Government. According to Mary Follet "To be a democrat is not to decide on a certain form of human association; it is how to live with other men." It is also how to achieve one's success through one's own effort. It is also a fallacy to think that Panchayat Raj can be called a success if a few roads have been laid out, a few tanks renovated, or a few hospitals or schools built. The essence of the success of the Panchayat Raj is the inculcation of a progressive outlook in the rural folk. Hitherto their greatest enemy has been their wrong and fatalistic outlook. This outlook has to be eradicated as a precondition of their economic progress. That is the crucial test of the success of Panchayat Raj and the Community Development Schemes that operate under its auspices. If this is realised by all who are concerned with the implementation of decentralisation, then half the battle is over.

Economy

It is reported that the Chief Minister of Uttar Pradesh has proposed to effect economy to the tune of Rs. 13 to Rs. 14 crores in the administrative expenditure of the State. This is welcome news. Ever since Independence one of the two major criticisms against the Governments both Central and State relates to the mounting expenditure on administration. The other major criticism is against

administrative delays. In this context the decision of the U.P. Chief Minister serves as a stimulating example. Similar efforts are necessary in other States also. That public feeling against increasing administrative expenditure is growing is evident from the repeated utterances in the press as well as on the platform and in the deliberations in the State Legislatures and in the Parliament. Recently there was a non-official attempt to carry out a resolution in the Parliament for the appointment of a Commission to explore all avenues of economy. Commissions or committees may not perhaps take us far in the matter. Exploration of the possibilities of economy can be successfully attempted only through intimate and detailed examination. This is possible only by small bodies sitting continuously. To this end it was suggested in these columns that there should be a standing economy committee in every State to take department by department, examine its structure in detail and reach conclusions in the matter. Such a committee can be presided over by the Finance Minister of the State and may consist of Finance Secretary, Chief Secretary, a member of the legislature and an economy expert. If the question of economy is left to the whims and fancies of each departmental head the results may not be satisfactory because each department may not like to axe its staff or expenditure. Prestige is the mainstay of bureaucracy and prestige consists in being in charge of a big department with numerous employees and with lakhs of rupees to spend. In the nature of things therefore few departmental heads will be willing to reduce voluntarily the size of their staff or the amount of their expenditure. This will not however be the case with a small committee consisting of persons outside the department.

Redtapism in agriculture

Much is talked and written about the importance of increasing agri-

cultural production. It is undeniable that increase in agricultural production is basic to our progress in other directions. Nevertheless there is little evidence of determined efforts being made to eliminate the hurdles in the way of increased production. Recently a correspondent wrote that in October 1958 he deposited the hire charges for a bull dozer and executed the necessary agreement with the district agricultural officer as required by rules. But till December 1960 he did not get the bull dozer and as a result an extent for ten acres was lying waste. Another correspondent has pointed out the delays and irregularities in the distribution of fertilizers. In some States fertilizers are being distributed by Panchayat Samitis. These Samitis generally function on party lines and the correspondent considers the experiment premature and ill-conceived. In the matter of fertilizers it has to be ensured that sufficient quantities are made available to ryots and more important than this they are made available in time. Any arrangement evolved for the distribution of fertilizers has to reckon with these two things. In the name of democratic decentralisation it is no use saddling more and more responsibilities on representative institutions unless it has been proved that they are capable of handling these responsibilities in the proper manner. In the field of food production there is no time for experimenting. Stepping up food production is a basic necessity and it has to be seen that anything that hampers it is ruthlessly eliminated. Complaints about distribution of fertilizers or better seeds are not new things. Letters to the editor columns of several daily papers testify to this. Some evaluation reports in respect of community development areas have also made mention about the desirability of improving the methods of distribution in this regard. Some rethinking is therefore necessary in this matter so that a fool proof arrangement may be evolved which would eliminate delays

and also satisfy the legitimate demands of enterprising ryots.

Rural dramas

According to press reports the Madras Government is considering a scheme to organise dramas in rural parts with the object of encouraging food production, family planning and popularising Panchayat reform. This innovation is full of possibilities. Drama as a vehicle of propaganda has been in use since ancient times. Sanskrit dramas flourished during the first century of the Christian era. It was in those days used as a means of entertainment, education and socialisation. By socialisation is meant the intermingling of the different communities. When different classes of people meet in an atmosphere of goodwill to witness entertainments, social distinctions and cleavages recede to the background and in process of time these get weakened, paving the way for some sort of social solidarity. Dramas also provided a diversion to the dull and drab village life of those days when village folk were mainly preoccupied with the prospects of the season and the chances of a good harvest. During the early part of the present century dramas were employed for propaganda purposes in the sphere of rural uplift. In the noted Marthandam rural experiment this vehicle was used with remarkable effect. Dramas conveying the importance of self-help, the methods of improving agricultural production and the economic potentialities of cottage industries were staged throughout rural areas with tangible results. During the time of the last war the National War Front in some provinces subsidised dramatic parties in order to popularise the war effort. Such dramas, apart from providing entertainment to villagers gave an undoubted fillip to the war effort. The experience of other countries also reveals that the possibilities of drama as a means of propaganda are wide and varied. Russia in the early decades of this century organised travelling drama parties to do

propaganda for the Government. There is no doubt that in India also this method can be used effectively. But success depends on one or two factors. Firstly the stories have to be written properly. Secondly they should be organised on a State-wide basis. There will be no objection in charging a small fee for admission. Properly worked dramas are bound to prove an effective means of education in the sphere of community development.

Better tools for agriculture

In about 1,000 development blocks, in 100 districts all over the country, the use of improved agricultural implements will be demonstrated to bring home to the peasant the superiority of these tools. This will be a first step towards persuading the farmer to discard the traditional, labour and time-consuming and less productive implements. With the assistance of trained technical staff, special units for demonstration and popularising the new tools would move from village to village to carry their message to the cultivators. At block headquarters, it is proposed to build up a stock of implements for demonstration and hire. At the same time, arrangements are to be made to ensure credit facilities through loans or other forms of assistance so that the willingness of the peasant to take to better tools is not handicapped by lack of money to buy them. Co-operative agencies are expected to play a useful part in providing credit. The supply of tools, which is another important link in this chain, is to be assured through arrangement for supply of iron and steel to manufacturers of such implements. Besides, in each State there will be at least one centre run by Government for manufacture of agricultural implements of improved types. Agricultural workshops have been set up at 25 extension training centres during the Second Plan. They undertake manufacture of improved implements and provide training facilities to extension workers. Another 25 workshops are expected

to come up during the Third Plan. Four regional research-cum-testing centres for bullock drawn implements are now in the process of being set up at the Indian Agricultural Research Institute, Delhi, Coimbatore (in Madras State), Poona (Maharashtra) and Haringhata (West Bengal). Another important step is the programme for the training of village blacksmiths and carpenters in the repair and manufacture of improved implements. A number of simple and efficient farm implements, which save labour and time and facilitate better germination, growth and yield of crops, have been devised by research workers in the field of agricultural engineering. Useful works have been done at the Indian Agricultural Research Institute, Delhi, and the Indian Central Rice Institute at Cuttack. Between two and three lakh peasants in Maharashtra are now using a new type of steel plough suited to the hard soil. Similarly, thousands of bullock-driven sugarcane crushers and rotary type fodder cutters are being increasingly used by farmers in the Punjab, U.P. and Delhi.

Call to the Police

Speaking to the police force in Maharashtra, the Prime Minister of India exhorted them that they should function as welfare officers of the people. For that matter every public servant in a welfare State should look upon himself as a welfare officer. Then only the welfare State ideal can be realised. The Prime Minister pointed out that the police wielded considerable powers and they should never abuse them. He has noticed that whenever police officers had adopted a helpful attitude they were able to obtain the cooperation of the public. And without public cooperation the Prime Minister emphasised it was difficult for a police officer to discharge his duties efficiently. In a country of numerous castes and communities the police could function as a cementing factor. This sound advice needs to be taken to heart by the

police force in this country. Their role has fundamentally changed in the context of a welfare State. But realisation of this fact has been slow. Of course it is difficult to shed old ideas and prejudices all on a sudden. It has been emphasised in these columns that a change in the outlook of the police force will not come of its own accord; it has to be brought about by active education, through modern media of mass instruction. This is the main responsibility of Public Relations officers attached to the office of the Inspectors-General of Police. They can in conjunction with the Information and Publicity departments of the various State Government do much in this direction given the will and determination for the same.

Indifferent bureaucracy

Speaking at Trivandrum recently Mr. C. D. Deshmukh attributed the mistakes committed in the field of organised agricultural production to people without experience in the management of men and affairs occupying seats of power as well as to an indifferent bureaucracy. There is no doubt that this applies to other branches of administration also. Of course in an infant democracy it is not always possible to have trained men in the seats of power. This is a period of transition and lack of experience on part of those in power is inevitable to some extent. This is not peculiar to this country alone. In almost all countries such a difficulty had cropped up in the early stages of democracy. Apart from this fact, the Political Executive under Democracy is not expected to be well versed in the art of administration. The Ministers constitute the lay element in the administration. What is more important is the efficiency of the Bureaucracy. In Western countries it was the efficiency of the Bureaucracy that contributed to smooth administration even when Ministers lacked experience. But an indifferent bureaucracy cannot be efficient. In

difference is the result of two factors. One is the lack of incentive and the other is the lack of fear of punishment. It is a common criticism that today extraneous considerations, often play an important part in the matter of official promotions. The bureaucrat is not therefore confident that his good work would be rewarded. To this extent he has lost incentive to do good work. Secondly there is little fear that bad work or inefficient work would result in punishment. Under the British Rule it was the fear of punishment more than anything else that prompted public servants to do good work. But with Independence when our own people are at the helm of affairs this fear has receded much to the background. It is thus clear that factors over which the bureaucrats have no control have tended to develop in them an attitude of indifference or apathy. The responsibility for eliminating this indifference rests greatly on the shoulders of the Political Executive and the politicians of the ruling party.

Prohibition

Two innovations are reported from Andhra Pradesh. One is that enforcement of Prohibition has been taken from the Police Department and entrusted to a separate department. This is a salutary measure. Offences under prohibition do not fall under the category of crimes; they come under the category of vices. And there is a lot of difference between crime and vice. The former is the proper sphere of the Police department. The handling of the latter needs a more humane approach and should naturally form the province of a separate department. The public attitude to a crime is fundamentally different from that towards a vice and as such the approach towards each should be different. A separate organisation can have a lay outlook in the matter. And a lay outlook is absolutely necessary. The experiment will be watched with

interest by the rest of India. It is also reported that the scheme of prohibition is to be tried as a social measure in the greater Hyderabad city. As a social measure, the emphasis will be on the education of the people in regard to the evils of drink. To quote Dr. Ganguli in this connection. "Prohibition is primarily a moral question and therefore it is necessary to carry out intensive propaganda among the people for impressing upon them the evils of alcohol." It is an acknowledged fact that no legislation can bring about moral reform. What really will prove effective is the education of the masses. Persuasion and not force will only pay dividends.

Gesture to Harijans

According to Press reports the Mysore Government has decided to extend all-out support to Harijans in order that they may catch up with the rest in the race for progress. Recently the foundation stone of a district Harijan boys hostel was laid. The Government has so far opened Harijan hostels in all Taluk Headquarters. It is now proposed to start such hostels in all places where there are fifty Harijan families or where there is a secondary school. The Government would start such free hostels for girls also separately at places where there are atleast 12 Harijans girls. There is also a 10% reservation in all Harijan hostels for boys for students belonging to other castes. The reservation is designed to assist in the elimination of untouchability or caste differences. These measures are good so far as they go. But as was recently pointed out there should not be any hustling in the matter. Too much spoon feeding would tend to demoralise those who are spoon fed. Only the development of a sense of self-help or self-reliance can prove an enduring factor in the progress of any community. This has to be remembered by all those who want to hasten things. Such haste may bring about

temporary progress but it may not prove enduring. All backward communities have to realise that their progress depends on themselves and not on the concessions given by others.

Official mind

The Prime Minister said at Sardar Nagar that the time had come to eliminate the domination of the official mind on the life of the people. He said that Panchayats should be given powers at one stroke and not in dribblets. Half-hearted measures would not work. He also stressed that Panchayats should be on non-party lines. Panchayat Raj would end an era when rural and other people had to run to officials petition in hand, for this or that being done. They would now have the opportunity to do these things themselves. But oftentimes the common man or his leader confuses between domination and guidance. In the first flush of power people are very sensitive and they are apt to take guidance given by officials as domination or control. They should therefore disabuse their mind of this erroneous notion. In the dust and din of village politics the officials with their detachment,—objectivity and administrative experience can give constructive guidance to rural folk. This guidance they have to take in the right spirit. There will be no point in attributing motives to this guidance or interpreting it as domination. In the present state of the rural folk with their lack of selfless leadership and with a number of subversive forces operating, such constructive guidance as can be given by the officials will prove of immense value. Democratic decentralisation has just begun and in the early stages it is essential that the process should be carefully piloted. This cannot be done without official guidance. It will be suicidal if such guidance is taken as domination and rejected.

Economy drive in Assam

According to Press reports nearly 350 class iv employees are likely to be

retrenched as a result of the economy drive launched by the Assam Government. No doubt the criterion adopted for effecting retrenchment has given room for criticism nevertheless there is no denying the scope for retrenchment in the ranks of class iv employees. Since Independence their number has multiplied fast. With the swelling of the ranks discipline has suffered among them. Increase in their members has also entailed under employment. This has proved another demoralising factor. Several State Governments have realised the need for a reorganisation of their ranks. The Madras Government has recently abolished the system of house peons for officers. This has resulted in much saving. Every State has to tackle this problem in all seriousness in order that the greatest measure of economy is effected. With the third five-year plan at the door, no item of expenditure is too small to be ignored. Discipline also will improve with less number of people. The reorganisation of the ranks of class iv employees with a view to economy and efficiency should be part of the all-out drive for stepping up administrative efficiency as a whole. The fear that retrenchment may lead to an increase in unemployment is not well grounded, for those thrown out can be absorbed later in some departments as vacancies occur or they can find suitable jobs in the numerous avenues that are opening up in the industrial field. Considerations of economy are far more

important than the interests of a few individuals.

Panchayat Chiefs

The Madras Government has launched a new scheme of taking out Panchayat presidents on study tours of important places within the State. The first batch of 400 presidents has already started on their tour. There is no doubt that such tours would prove beneficial. But the suggestion may be made that they may be taken to neighbouring States also. This will enable them to widen their horizon and also to develop a national outlook. It may also prove a factor in promoting emotional integration. The importance of training for Panchayat presidents cannot be overstressed in this context. The panchayats are to occupy a crucial place in our democratic set-up. Their success will determine the success of the democratic experiment in our country. And their success is not an easy thing to achieve. Already the odds are heavy. These can be combated only with proper outlook and proper equipment on the part of the Panchayats. And in this the scheme of study tours now launched by the Madras Government can help much. But such tours are not enough. A course of social education under the guidance of social education officers will also prove useful. If human materials are reconditioned properly then the rest will be smooth sailing.

(Continued from page 8)

influential in vocational training, since it is they who best know the economic situation in their territory and keep a watchful eye on all new symptoms and changes. Each apprentice, on completing his period of training, has to take an examination before a Board of the Chamber of Industry and Commerce. The young man will not receive any substantial remuneration during his apprenticeship. Courses

at the vocational school are free of charge. Many firms assist their staff financially, or in the field of sports and culture. Another important link in vocational training is the technical school for the occupation in question. These schools, which are subject to regional legislation, offer whole-day education to train young people for special occupations or for higher positions in the normal professions.

Cabinet System of Government*

In terms of the Indian Independence Act, 1947, His Majesty's Government in the United Kingdom, abrogated all responsibility for the administration of both the dominions and the sovereignty of Parliament was transferred to their respective legislatures. The executive powers were vested in the Council of Ministers contemplated in the Government of India Act of 1935. The provisions of this Act which were repugnant to the conception of Independence, including those which empowered the Governor-General to act, in certain circumstances, in his individual discretion and judgment, were deleted in the new Act. This established formally the undivided responsibility of the Cabinet in the administration of the country.

The Executive Council was transformed thereafter into a Cabinet, with the Prime Minister as the leader responsible for nominating his colleagues. This ensured a unity of purpose in a homogeneously constituted Cabinet. The strength of the Cabinet was maintained at 14 but in the second half of 1948, three Ministers of State and two Deputy Ministers were appointed. Though not included in the Cabinet, two of the Ministers of State were placed in independent charge of Ministries. The appointment of Ministers of State to take charge of independent portfolios was an innovation and did not conform to the practice in other parliamentary democracies. In France, a Minister of State ranked higher than a Minister and was usually entrusted with some special functions. In the United Kingdom, a Minister of State was, however, a Minister of the second rank, functioning as the principal aide to a Cabinet Minister but was given Cabinet rank, though remunerated differently. The arrangement of

Ministers in three tiers and without any distinction between those Ministers of State who were in charge of Ministries and those who were not, was introduced without sufficient consideration being given to their functions and responsibilities; nor were their relations with the permanent Heads of Ministries clearly defined. This created difficulties and misunderstanding later; but of this more anon.

With transfer of power, the control of the entire administrative system of the federal centre had come to be vested in the Cabinet. While the conception of a Cabinet form of Government, its functions and responsibilities were understood and appreciated, steps had yet to be taken to infuse and develop fully a sense of collective responsibility and to secure the necessary measure of co-ordination in the working of Ministries with inter-related functions. It became also necessary to curb the individualism of the departments, which had characterized the administration in the past, and to bring about a complete re-orientation in their outlook, attitude and practices.

Though the Cabinet, as constituted, was not unduly large for deliberating major problems of policy and administration, it was tending to be so, for the expeditious and efficient disposal of the innumerable and complex problems of a modern State. This difficulty was proposed to be overcome by the adoption of Government in committees. On the analogy of the pattern evolved in the United Kingdom, the constitution of committees of the Cabinet was considered a more appropriate mechanism, both for ensuring co-ordination in particular well-defined fields of administration, as well as for ensuring speedy decisions on vital questions of political and economic

significance. Earlier, even with a smaller Executive Council, an economic committee of the Council had been constituted. This arrangement was, it was suggested, to be extended with advantage to facilitate disposal of Government business. The general disinclination of individual Ministers to interest themselves in matters outside their departmental responsibilities might not merely retard the growth of a sense of collective responsibility, but might also stand in the way of the application of collective wisdom in the shaping of policies.

The Act of 1949

The Constitution Act enacted on November 26, 1949, embodied the United Kingdom conception of a Cabinet form of Government, but curiously, it did not mention the term 'Cabinet' in its provisions. While in the United Kingdom, the Ministers of the Crown Act, 1937, fixed the number of Ministers of different ranks and their distribution between the two Houses, the Constitution Act mentions only a Council of Ministers without prescribing its strength or composition. Though the Council of Ministers is collectively responsible to the House of the People, the Council as such does not meet together to consider any question of policy or administration. It is the Cabinet, which has evolved by convention, and is composed of Ministers of the first rank, which takes decisions on all such questions, without even bringing the Council into formal consultation. The provisions of the French Constitution with a Council of Ministers are different, and the Conseil de Cabinet is a meeting of all the member of Government presided over by the Prime Minister.

The constitution defines also, in general terms, the duties of the Prime Minister in his relations with the President. He is required to communicate to the President all decisions of the Council of Ministers, relating to the administration of the Union, on all proposals for new legislation, and

Ministers before it becomes effective. Constitutionally, therefore, the Prime Minister is the only link between the President and the Executive; no other Minister can, as a matter of right, have an audience with the President.

The Indian Constitution expressly embodies most of the conventions evolved in the United Kingdom over a period of centuries. It incorporates also the principle of collective responsibility. The statutory recognition of the doctrine of collective responsibility has, however, a historical and political background. In the past, the Governor-General had not only the power to act in his individual judgment and discretion, but any member of the Executive Council could also initiate policy with the Governor-General's approval by-passing his colleagues. As mentioned earlier, the Indian National Congress had, therefore, to furnish such information relating to administration and legislation as the President may call for. The President has also the right to direct that a decision taken by a Minister be submitted for consideration by the Council of Ministers on the principle of collective responsibility being introduced into the working of the Executive Council, as a condition precedent to its participation in the interim Government, and this principle had been repudiated by the representatives of the Muslim League when they later joined the interim Government. It was this experience which influenced the Constituent Assembly in incorporating the doctrine of collective responsibility as one of the basic principles of responsible Government. But it did not, rightly, attempt to define either the manner in which collective responsibility was to be fulfilled, or the relations of the Prime Minister with the Cabinet colleagues he chose. These were left to be regulated by convention, and adjusted as changing circumstances demanded.

An important illustration of this position is the treatment given to the Budget estimates, more particularly to

* From the speech of Shri A. K. Chanda at Shillong.

the taxation proposals. Till 1934, the Executive Council met at a special session to discuss budget proposals. This arrangement was discontinued in 1935 to preserve secrecy. The Finance Member consulted the Secretary of State and the Provincial Governments only if any of the taxation proposals affected their resources and naturally, the Governor-General. The proposals were mentioned to the Council at a special meeting held on the day of the presentation of the Budget. This arrangement was continued on the formation of the interim Government. This accounted for the serious differences which arose in the Government after the presentation of Liaquat Ali's Budget proposals of 1947-48. Despite this experience, the responsibility for the Budget remains with the Finance Minister, who discusses his taxation proposals with the Prime Minister and obtains his approval. The Prime Minister may take one or more of his senior colleagues into his confidence or direct the Finance Minister to do so; but the proposals are divulged to the Cabinet only on the budget day in Parliament as before. So much for joint responsibility in a vital matter affecting directly the economic life of the country and indirectly its political orientation.

Certain unusual features

There are certain unusual features in the constitution of the Indian Cabinet, attributable mainly to the provisions of the Government of India Act, 1935, which came to be incorporated in the Constitution Act. For instance, one who is not a member of either the House of the People or the Council of States can be appointed a Minister, with the proviso, however, that he will cease to be a Minister if he has not been elected to one of the two Houses of Parliament before the expiry of six months from the date of his appointment. There is also provision for a member of the Council of Ministers to address both the Houses irrespective of the chamber to which he has been elected, but he can

record his vote only in the chamber to which he belongs. These provisions gave greater freedom in the selection of Ministers and afforded opportunities for a better presentation of the views of the Government in both the Houses of Parliament, dispensing with the necessity of having a minimum number of Ministers, as in the United Kingdom, in the Upper House. There is an analogous provision in the French Constitution which entitles the Prime Minister and his colleagues, by virtue of their office, to attend and address meetings of either House.

Another point of dissimilarity with the United Kingdom, is that the portfolio of Law is held by a Minister, as distinct from the Attorney-General who, though its principal legal adviser, is not a member of the Government. He has, however, the right to sit in either House and to participate in the debates, but without the right to vote. The office of the Solicitor-General is not mentioned in the Constitution, but has been created by the Executive. As such, the Solicitor-General has no Parliamentary privileges.

The relations between a Deputy Minister and a permanent Secretary require also a redefinition. While a Deputy Minister was not obviously intended as an intermediate authority between a Minister and his Permanent Secretary, but as a political neophyte, to be aided, advised and initiated into the mysteries of administration by the Permanent Secretary, this position was neither explained to the Secretaries, nor accepted by the Deputy Ministers, some of whom entered office with an attitude of superiority bordering on arrogance towards the civil servants. This has neither helped the development of the necessary degree of harmony in administration nor stressed the complementary roles of Deputy Ministers as the parliamentary counterparts of the Permanent Secretaries, as indeed he is. The position may be summed up, in the words of Lord Attlee, "The relationship of

the high-up civil servant and the junior Minister is sometimes difficult. In the absence of the Minister, the Permanent Secretary considers himself in-charge—as indeed he is—but the Under Secretary is a member of the Government and, in particular, is a politician and a member of Parliament. Although new to office and perhaps somewhat raw, he is better versed in some matters than the civil servant. This naturally leads on to the relationship of the civil servant to Parliament, but Sir William Harcourt's famous dictum, "The Minister exists to tell the civil servant what the public won't stand", is always to be borne in mind".

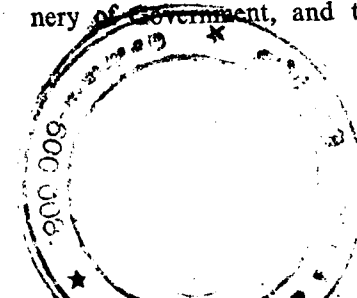
Size of the Cabinet

Yet another important question on which there is a divergence of views, is the determination of the size of a Cabinet. One view, is that the Minister in-charge of independent portfolios should be included in the Cabinet; the other view is that only Ministers-in-charge of major portfolios and with functions of co-ordination should sit in the Cabinet. There are many historical precedents where, in an emergency, the size of the Cabinet was contracted to facilitate concentrated discussion and quick decision. For example, in the United Kingdom, a War Cabinet with limited membership, was constituted both in World Wars I and II, to deal with the emergency. The justification was "the enlarged scope of Government activity and consequent creation of several new departments, made the Cabinet, consisting of all the departmental Ministers meeting under the chairmanship of the Prime Minister, far too unwieldy for the practical conduct of the war. It was extremely difficult for so large a body to give that resolute central direction which became more imperative, the more the population and resources of the nation had to be organised for a single purpose". The Prime Minister of India has repeatedly stated that

the administration of the country should be placed on a war footing to give it a singleness of purpose to combat poverty and unemployment and to undertake extensive programmes of industrial and social developments, in order to raise the standard of national life. On this consideration alone, the possibility of limiting the size of the Cabinet, without in any way limiting the Prime Minister's discretion, should now be explored. The flexible system of Government in committees, if worked properly and extensively, should facilitate quick disposal of business and the reconciliation of divergence of views and afford yet another justification for a smaller Cabinet. The number, scope and membership of these standing committees, varying from time to time, to suit the situation confronting the Prime Minister, should provide the mechanism for high-level consideration of the problems of administration in appropriate committees.

The scope of governmental activities is expanding so fast, both here as elsewhere, that new ministries have to be constituted, some involving a division of existing charges. While considerations of homogeneity and manageability must necessarily regulate the formation of new ministries, their inter-dependence increases with division of unified charges. The need for co-ordination is thus acquiring added importance. This was sought to be secured in the United Kingdom by the creation of 'Overlords' to be in overall charge of inter-related departments and functions; this plan was abandoned in 1955 but not because there was anything intrinsically wrong in its evolution or any major defects in its operation. Interest on this question has recently been revived, and the British Prime Minister considered it necessary to set up, in May 1957, a Committee of four Privy Councillors, with Lord Attlee as the Chairman, to consider the responsibility of Ministers in the context of the whole machinery of Government, and to suggest

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a readjustment of the load of Ministers due to the increasing complexity of modern administration.

Ministers and Civil Servants

Before I conclude, I should say a word about the relations which should subsist between the Minister and his principal officials. In a democratic Government, the defined role of the permanent Secretary as the head of his department, responsible for advising the Minister on policy and for executing approved policy, has come to be accepted as being axiomatic. For instance in France, till recently, with unstable Ministers, it was the Civil Service which carried on the administration pursuing policies laid down. It would be unfortunate indeed if this relationship were not to be accepted without mental reserve in India. In the days of British rule, it was often enough suggested that the civil servants acted in the interest of the alien rule, even when it was to the detriment of national interest. But with independence there would be no justification whatsoever for such a feeling to persist or that the senior civil servants were not tendering advice in the best interests of national solidarity and economy.

In his role as principal adviser to the Minister, a Secretary is less an individual than the voice of the accumulated experience and knowledge of his Ministry. His advice is based not only on his personal experience in various capacities in the field and in other Ministries, but also on wealth of material available in the archives. It is his duty to provide this information, analysing it in relation

to a particular problem, giving the *pros* and *cons* on various lines of action and his own advice on the most suitable. Thereafter, it is the Minister's role to relate this to the best interests of the electorate and their reaction. This conventional relationship has proved elsewhere effective, both in developing the character of the administration and the stature of the Minister.

I would therefore submit for serious consideration that the following should be given thought and reflection for the evolution of an effective form of Cabinet Government:

First, the size of the Cabinet should be contracted to consist of Ministers with responsibility for co-ordination;

Secondly, Cabinet Committees should be formed to deal with inter-related functions to secure effective co-ordination;

Thirdly, junior Ministers should be young and selected on considerations other than only of past political service. They should be groomed to grow in stature to be able to assume higher responsibility with confidence.

Fourthly, a complementary relationship of understanding and mutual respect should come to be established between the Ministers and their principal official advisers.

I suggest that there should be constructive thinking to give the administration a unity of purpose, endeavour and of achievement in the development of the political and economic strength of the country.

A good administrator does not restrict the originality and initiative of his subordinates by imposing his opinion on them.

The Menace of Inflation

N. DANDEKER I.C.S. (Retd.)

Everybody talks of inflation but few have understood its full implications. These are explained in simple language by the learned author.

We are in the midst of very acute inflation. The rise in the prices generally and in the cost of living in particular over the last 4 years has been at a rate which is alarming. As this is the result of the recent fiscal and monetary policies it is necessary to have a strong public opinion built up on the subject because the continued pursuit of such economic policies will mean that the Third Plan is going to drag us further and deeper into the morass of inflation. In order to come to grips with the problem, we should have some understanding of the outward manifestation of inflation. If there is a significant, steady and persistent rise in the general level of prices and in the cost of living, it is a clear indication of the existence of a state of inflation. As compared to 1954-55, the present general level of prices is higher by 30 per cent and the cost of living has gone up by something like 40 per cent. A rupee today buys only about 60 paise worth of goods that could be bought 4 or 5 years ago and to that extent money has been steadily and persistently losing its value. We say the value of a commodity falls if its supply is more than the demand for it. The "value of money" means its purchasing power; and such value will also fall if the "supply of money" is in excess of the requirements of the economy, i.e., if it exceeds the "demand for money". And if that state of affairs is continually going on, i.e., if we have a significant and steady increase in the supply of money in excess of the requirement, we are bound to have a steady, significant and persistent fall in the value of

money, that is to say, in its purchasing power. And that means inflation.

Currency and inflation

Money supply in the country consists mainly of the legal tender currency (represented by rupee notes of various denominations and coins in circulation) and the demand liabilities of the banks which can be drawn upon by cheques. Looking at the problem of inflation from the supply side of money, over the past 5 to 7 years there has been a steady and continuous increase in the volume of money in circulation. Today, the total money supply stands at the figure of about Rs. 2,700 crores as against about Rs. 1,800 crores in 1952-53, which means the money in circulation has increased by about 50%. What constitutes the demand for money? The modern economy is predominantly an exchange economy which depends on money as a medium of exchange and distribution. The relative values of all commodities, and also the present, past and future indebtedness,—all these are measured and equated in terms of a common denominator—money. The net result of all economic activity is measured by what is called the National Income, and, therefore, the best rough measure of the growth in the demand for money is growth in the level of national income. As the national income increases, so must money supplies also increase, if economic growth is not to be inhibited. Has the national income of this country increased? There can be no doubt it has quite substantially. Between the years 1951-53 and 1959-60; it is said that the national income has increased approxi-

mately by 28 to 29 per cent. Thus, the demand for money during the period has increased by 28-29 per cent. But the supply has, as we have seen, increased by about 50 per cent. In that situation, the value of money cannot but fall steadily.

Deficit Financing

Let us now consider what is called "deficit financing", which means, quite simply, "monetisation" of the deficits in Government Budgets. If the expenditure of an individual is persistently more than his income, he cannot monetise his deficits; he has to cut down his expenditure or court bankruptcy. But the Government can, and does, monetise its deficits by various methods. Moreover, the additional money supplies so created by deficit financing further generate an expansion in bank credit. Hence, we see various credit controls exercised by the Reserve Bank of India in an attempt to control the creation of Bank Credit. The Planning Commission thinks that Rs. 550 crores of deficit financing is all that will be needed under the Third Plan and that this will be digested by the country without any rise of prices. It is said that we are an underdeveloped country and we want to develop faster. It is also sometimes claimed that deficit financing has nothing to do with inflation. This, of course, is *not* correct. For in trying to develop faster we are faced with two contradictory problems and have to try and subvert these contradictory objectives. Firstly, we want a great deal of capital formation; and, secondly, that capital investment, especially in the Public Sector, will have a low income ratio, i.e., the output is not going to increase as fast as the investments we make. That is true also of investment in the Private Sector in the short run.

Controls and inflation

People talk of selective credit controls to deal with inflation. These controls are only treating the symptoms and not the disease. We cannot

go on pumping money supplies into the economy and yet restrain inflation. The symptoms of an inflationary state of affairs are quite clear: a rise in the general level of prices and in the cost of living, hoarding by producers, traders and consumers alike, and profiteering. What is required is not mere credit control and price control, but a rigid restraint on deficit financing and increase in the total volume of production and in the total marketable surplus of commodities, agricultural and industrial. Mere price control and credit control, even if practicable (which they are not), are not going to hold down prices and keep inflation in check. Price control over a widefield is quite impracticable. Controls, in order to be effective, should be integrated. Also, there can be no effective control without effective rationing. We can easily imagine what a stupendous task it would be to have such controls if we think of India as a country of over 5 lakhs of villages and a land with a population of over 400 millions. To enforce integrated controls and full-scale rationing would mean creation of a monstrous and complicated administrative machinery and consequent inefficiency, corruption and wastage which would totally demoralise the country. It is often stated that an underdeveloped country cannot develop sufficiently without a certain amount of inflation. The consequences of a 40 per cent. rise in the cost of living are not borne in mind when making this statement. With such a continuous rise in prices, what will become of the large middle-class with relatively fixed incomes? What will happen to the pensioners, the widows, old people and minors who are dependent upon their pensions or small rental and investment income, which is fixed and inelastic? What will be the position of the wage-earners whose income has not gone up proportionately to the rise in prices? Seeing this avoidable

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Responsive Bureaucracy

T. K. JAYARAMAN

"A responsive Bureaucracy is a source of strength to Democracy"

The Civil Service in a democracy is not merely to be a body of professionals, permanent, paid and skilled. The ideal is that it should be both responsible and responsive. While the aspect of responsibility is ensured by various procedural devices and observance of rules and regulations, the aspect of responsiveness to public aspirations remains quite elusive.

Before Independence there were occasions when the Civil service was accused of indifference to peoples' feelings. Such an opinion also prevailed in various countries which witnessed the operation of different systems of personnel management, of recruitment and training, giving rise to different types of bureaucracy: guardian, caste, patronage and merit bureaucracies. Civil service then was described as a "strange third sex created by training men from boyhood in a world that is not of men".¹ Indeed it was a paradoxical situation. Bureaucracy seemed necessary for, and simultaneously incompatible with, modern democracy. A mass democracy needs a complex machinery of permanent public personnel to man productive units that make a high standard of living, and at the same time concentration of power in the hands of a few, it was feared, would lead to a "new despotism".² Prof Blau rightly observed that "our democratic institutions originated at a time when bureaucracies were in a rudimentary stage and, hence, are not designed to cope with bureaucracy. To extend these institutions by developing democratic methods for governing bureaucracy is perhaps the crucial problem of our age."³

Recent Developments

No doubt certain developments have taken us nearer to the ideal of responsible and responsive bureaucracy. Today the setting is dominated by democratic choices, middle class values and technical competence. The choice of personnel by open competition, with concessions to socially-handicapped sections of the society, has enabled the society to have a civil service recruited from all levels of society and a system of training always instilling a sense of public service has also been introduced. The main purpose behind these developments is not only to have a bureaucracy dutiful and deferential to the authority of the executive of the day, but also a bureaucracy dedicated to the good of common man. However, a good system of recruitment and training alone will not enable the civil service to reflect consistently democratic orientation. It is a common criticism that as the civil servants climb up the ladder of the career service from the lower rungs they allow themselves to be cut off from the main stream of public opinion and public aspirations. Being primarily a functionary bound by rules and regulations, the civil servant had always to work paying religious devotion to the principal of legality—a vital principle in ensuring responsibility—resulting in slowness of action, commonly described as "red tapism". In his anxiety to be legally correct in his decisions, there are chances of neglecting the human elements in day-to-day administration. Here the concept of responsibility does not in anyway come into con-

1. Sir Edward Bridges "Portrait of a Profession"—Rede Lecture, London, Page 29.

2. Lord Hewart "New Despotism", 1929.

3. Prof. Blau "Dynamics of Bureaucracy" Chicago 1955 pp. 215-216.

flict with that of responsiveness. What Prof. Blau would call the identification of their career interest with existing bureaucratic apparatus creates the tendency to sanctify procedures and forget the organizational objectives.⁴

Here, it should be noted, a responsive bureaucracy never forgets the direction in which it should move in its typical anxiety to be responsible to the authority of the day. Here the direction would also indicate the sensitivity of perception. In studying this aspect we should keep in our mind the dynamics of political process, not mere responsiveness to direction provided through political institutions. In a democracy direction depends upon public understanding, public alertness, public sympathy and public support.⁵ Woodrow Wilson expressed his concern when he said administration must be at all points sensitive to public opinion. Prof. F. M. Marx would see in administrative responsiveness not solely an acceptance of the directing authority of the government of the day, but "it must also meet the need for looking ahead, for performing scouting services for government, for anticipating issues and difficulties as they would affect the course of policy".⁶

Need for looking ahead

Such a performance of scouting services would place the civil servant on several fronts, one being where the impact of organised interests would be felt something as putting a road-block in his path. These interest-groups, each having its own identity, own purposes and organization do not merely watch. They propose, urge, press, object and

veto. No doubt, the government of the day would have its own programme and would show itself indifferent to, or even hostile to, certain groups and favourable to others. But when the civil servant is required to move the programme from a level of controversy to one of acceptance, he has to mediate among the competing groups. Here he has to keep himself on guard; in the voice of the people may, in reality, be the voice of the loudest and the most articulate. The administrator must also be aware that he expects the group to be advisory rather than responsible for actual policy formulation.⁷

Working in the midst of the organized interests as a compromiser and a co-ordinator, the civil servants' attitude to political decisions making has come under a good deal of consideration in recent times. The very essence of government in our society involves the conflicting interests of competing groups and the genius of politics is to build a consensus among the groups sufficient to achieve and maintain political power. The permanent official is also a participant by the very nature of the political implications inherent in the administrative work he directs.⁸ Thus, in fact, the dichotomy between politics and administration is a false one. Dean Appleby would point out that all governmental work is political in character and only a small part of it is partisan or sub-partisan, which the civil servant must avoid.⁹ Politics is nothing but reconciliation of forces, facts, functions and interests.¹⁰ The civil servant

has to work in the midst of politics.¹¹ He must have a political sense but must not be a partisan.

Need for impartiality

A sound warning has been given in a succinct manner by Prof. Marx. "The bureaucracy is not entitled to acknowledge, or even to cultivate, friends and foes among the organized interests. If it did, it could not be impartial. It must seek to advance the general interest and to guard its neutrality towards the special interests". Stressing the positive aspect of neutrality, Prof Marx says, "it keeps the voice of the common good audible in the administrative system. It does not mean to hide from issues, that must be met, to stand aloof while the battle is on or to have no position to recommend". "It is an abuse of the concept of neutrality", he asserts, "when it is invoked by the civil servant as a convenient way out of personal involvement in public decisions".¹² Thus the need for a responsive bureaucracy to realise the concept of neutrality has undergone a radical change, from a negative and non-participation aspect to a political but non-partisan and active-participation aspect.¹³

The modern service state offers numerous points of contact with the public, unorganized and individualistic as distinguished from organized interests. Sometimes their opinion is expressed in less articulate form through petitions and complaints in the Press. A responsive bureaucracy, alive to the "need for

integration of public experience with administrative action", would automatically realise the need for a machinery of a concrete sort. Public relations, as an organizational innovation, is not complete in itself. A group of public relations officers alone cannot discharge the functions of building up goodwill and public opinion research of a whole organization. Public relations should not also be confused with the apologetic and propagandist outlook of certain public relations officers.¹⁴ Each civil servant is a public relations man and the public does not want him to be propagandist, but expects him to be helpful, sympathetic and impartial. The public forms its own impressions about an organization on the basis of the behaviour of its officials towards it. The opportunities and procedures for registering complaints or seeking redress, and the methods by which they are handled or get lost in the hierarchy of public administration, are matters of vital importance to average citizen.¹⁵ Just as important is the system of governmental public relations by which policies are explained and procedures are clarified.

Public opinion—Vital

Public opinion research through collection of information is vital for an effective operation of responsive bureaucracy. "If we can agree that public policy decisions are more apt to be made in the tune of public interest when more precise information is available as to the extent of agreement and disagreement among opinion-segments

4. Peter M. Blau.

5. J. D. Millett "Management in Public Service", McGraw Hill 1954 P. 140.

6. F. M. Marx "The Administrative State" Chicago 1957 P. 136.

7. J. D. Millett Op. cit pp. 133-140.

8. J. D. Millett ibid. P. 147-148.

9. Paul Appleby "Policy and Administration" Alabuma 1949 P. 64.

10. Paul Appleby "Report of a Survey of Public Administration in India" Delhi 1934-P. 25.

11. K. C. Whe "Civil Service in the Constitution" London 1954 Pp. 49.

12. F. M. Marx Op. cit P. 138.

13. For a detailed discussion see—Article by David M. Levitan "Public Service Neutrality" in Public Administration Review Autumn 1942.

Another article by the same author "Responsibility of Administrative officials in a Democratic Society"—Political Science Quarterly Dec. 1946.

Article by S. Lail "Civil Service Neutrality" Indian Journal of Public Administration" Jan.—March Vol. 1958.

14. B.N. Banerjee, Problems of Public Administration in India; e.d. by B. B. Mazumdar.

15. Report on Standards and Techniques of Public Administration, United Nations. 1951 P. 11.

of the population than when they are made solely on the basis of group pressures and political hunches, then public opinion research needs no higher justification".¹⁶ The proceedings of commissions, committees of legislature like Public Accounts Committee, etc., and advisory bodies of non-official character are important tools for collection of information to aid public opinion research.

A responsive bureaucracy is a source of strength for democracy. To give strength it must have

strength to give. Its strength depends upon capacity to analyse, weigh and judge public opinion. "It does not give strength if its voice is that of the echo, if its attitude is that of an errand boy who mistakes public whims for manifestations of general interest."¹⁷ A responsive bureaucracy should also realise the paramount importance of its activities as a functionary when operating as the colour-guard of the common good. In other words, "the civil servant should be a functionary first; he is not free to emulate the common man when that impairs his role as functionary".¹⁸

16. B. N. Banerjee Op cit. P. 56.

17. F. M. Marx Op. cit P. 181.

18. Ibid P. 181.

(Continued from page 28)

suffering, the question arises: "What is all this development for and for whose benefit?" The margin of "inflation tolerance" of the people in India is very little as compared with that of the people in the more prosperous countries. The Planning Commission has estimated the amount of deficit financing during the Third Plan Period at Rs. 550 crores. This is a gross under-estimate, resulting from over-estimating resources and under-estimating the expenditure for the targets envisaged. The actual deficit financing will be far more. Moreover, just now, when we are embarking on the Third Plan there already exists not merely a very great deal of inflationary pressures, but great inflationary potentials, in critical parts of our economy.

An unmitigated Evil

Inflation is an unmitigated evil to the large masses of people. In the

free economy that we have in our country, with the institution of private property, it constitutes the greatest danger to the confidence of the people in the social, political and economic institutions of the country. If inflation is not arrested in time, the people will lose faith in the capacity of democracy to achieve planned development. And the way will then be clear for a communist take-over from within, assisted by world communism which is now poised on our northern boundaries for just such an opportunity. The Roman Empire fell before the onslaught of barbarians largely because the people themselves were no longer interested in its continuance in consequence of the complete erosion of its economic, social and political fabric by continuous and uncontrollable inflation and the resulting corruption. That is also what happened in China. Let not history repeat itself in India.

"Confidential Reports"

(CONTRIBUTED)

The function of writing Confidential Reports which has become so much a matter of routine in government offices, has unfortunately, like so many other aspects of government work, remained unexamined both in its implications as well as its scope. In a governmental scheme of things, the assessment of the multi-dimensional character of human personality is often reduced to the barren routine of filling up certain sheets of paper by way of answering queries regarding the performance of the individual in his appointed capacity either as an officer or as a subordinate member of staff. The fact that there are detailed criteria for the evaluation of this aspect of the work that vary from categories of functionaries does not hide the truth that there is an overall need to re-examine the fundamentals of this procedure which has so much to do with the future of the functionary in government service. An additional reason is that considerable weight is attached to what has been given in the Confidential Report as the considered opinion of a superior officer in the matter of selection for promotion in the hierarchy of government service. There is need to review the attitudes and behaviour patterns of government officials within a government office that veritably englobes the second half of the daily lives led by all concerned.

Pattern of official behaviour

Bureaucratic life has assumed an automation pattern based on its centralism, differentiation of functions and responsibilities and also on the very tangible manner in which a spirit of hierarchical sub-divisions is infused in the minds of the functionaries themselves. The overall permeating influence of discipline, the reinforcing strength of the observations of rules and routines, no doubt, confer on the government functionary certain set

patterns and attitudes in his behaviour which have been the object of study by the behaviouristic school of Administration in advanced countries such as U.S.A. However, that this pattern of behaviour which is increasingly recognised as the characteristic of functionaries within a government office is solely determined by government rules and regulations and the compactness of life led in a government office alone is a matter which is not admitted by all students of administration. If the government of any country is broad-based on society itself, what is peculiar to social institutions in general have to a large extent to reflect themselves in the governmental set-up also. An example of this is the institution of caste in Hindu society which is reflecting a great deal in official life so that it will not be far-fetched to conclude merely on observations that caste outlook and caste loyalties have a permanent hold on the minds of government functionaries themselves. One can think of other loyalties such as that of religion or of political loyalties or again of class outlook emanating from social life led with a certain degree of economic participation that again generates a common outlook. But these by themselves do not fully show that the conduct and behaviour of a government official are not purely socially determined and that there is a residuum of individual motivations and outlook that are special to the individual apart from what is reflected of the social consequences of his status or role in society.

An inadequate criteria

The individual element that comes into play in the matter of writing Confidential Reports is perhaps the most important point that requires study and analysis. By merely making it obligatory on the part of an individual to judge another in terms of his

work, the present method of writing Confidential Reports is actually throwing a burden of objectivity on the unhappy individual who himself is subject to the strains and pulls of his own mind and is also the crucible in which social influences and forces are melted to form a certain sediment that constitutes the external personality of the individual. It is my contention that whatever the merits of such a system and the appraisal of character in response to questions as laid down in the proforma devised by the government, there is an inherent disability that the functionary has to face in the matter of dissociating from his mind the objective criteria in terms of likes and dislikes, preferences and loyalties, suppressed hates and social considerations. The inadequacy of using the Confidential Reports as the basis for evaluating the merits of the individual for promotion springs from this fact that, by and large, it seeks to subserve these personal attitudes rather than the objective criteria. Observations made in large Government offices revealed that nowhere have the officers been able to rise above the temptation of giving vent to their feelings when they are called upon to focus their observational *data* over a subordinate's performance covering a comparatively long period as one year. The foibles of human memory are too patent to be adduced as a reason for concluding that no one officer recalls with precision the details of the service rendered by one person over the period of a year. In fact, those persons who have the dogged perseverance of writing diaries and have the painful feeling of having given it up after a period of experimentation can attest that the evaluation of any individual's performance, such as is called for by the Confidential Reports, is no easy task. It is perhaps true that if an officer is called upon to maintain diaries of performance during shorter periods, say, for example, during quarters of a year, he should be in a position to sum up

his evaluation more truthfully on the basis of the cumulative *data* at the end of the year. *In the absence of any such arrangement in government offices, much of what passes on respectably as the writing of Confidential Reports boils down to a sort of character assassination, slow and unthinking, with all its brutal effects on the career of the individual.* In essential terms, what is called for is a psychological reappraisal of the techniques of evaluating a person's performance in a government office in place of what passes for a traditional and respectable way of unburdening the conscience of certain pet prejudices and fond predilections. These by themselves, no doubt, serve the purpose of being indicators more revealing of the person who wrote than the object of his assessment.

The task before O and M

With the introduction of Organisation and Methods in various Government offices, there is scope for devising a certain methodology of approach towards these matters. O & M methods by themselves have unfortunately not reinforced the strength of a government office even though that has been its primary objective. O & M methods have variously served a purpose for cutting down the strength of a government office by avoiding unnecessary recruitment, the retrenchment of superfluous staff, the reduction in the use of stationary and similar items. The very important need of organising the personality of the office worker remains unfortunately lost sight of so that in a period of increasing economic strain and mental stress caused by insufficient emoluments and the absence of social welfare activities generated by the government mainly with the purpose of alleviating the conditions of life led by government servants, there is an aggravation of feeling that leads more to the disintegration of personality of the government functionary rather than its reintegration so as to make him lead the life of a useful citizen. With

every strain in the society outside, there is its complementary impact on the government worker; and this is perhaps the basic reason why there has been such ugly phenomenon as that of strike by Government servants and the general deterioration of discipline. If, therefore, the basis of understanding of the O & M methods could be amplified to cover the reorganisation of the personality of the government worker so as to confer on him the correct attitude towards work as distinct from that of his roles in society, then, we might hope that we have advanced on the lines of modern administrative theory and practice a great deal. However, what is saddening the thinker is that like in any other matter covering any sector of life in India, traditional notions verging on feudal system of life and habits persist beside the most advanced way of thinking. This dichotomy, more than anything else, has nullified within government offices also the benefits that might result from the very rigid implementation of the newfangled idea of Organisation and Methods. And yet it cannot be denied that the very acceptance of the idea of O & M has represented a milestone in the progress of government life in keeping with modern theories of administration and practice.

Secrecy of the reports

A very important consideration that emerges from a study of the writing of Confidential Reports is the secrecy associated with it. The performance of a government worker is on the objective plane of putting in labour during fixed office hours so that except in terms of confidential types of work where the criteria differ such as that of its divulgence by an erring functionary, there is obviously no need

for attaching secretiveness in the writing of Confidential Reports. In fact the practice prevalent in the Armed Forces of showing an officer his Confidential Report and taking his signature has been commended for adoption for civilian employees also and this not without adequate reasons. The expectation of getting a good Confidential Report from a senior officer generally induces the subordinate member of staff to adopt ways and means that are strictly not praiseworthy; and in similar terms, the power wielded by the officer in the matter of writing Confidential Reports, good or bad as the case may be, gives him the distinct advantage of compelling certain attitudes and behaviour by the subordinate. These are situations that are not, strictly speaking, healthy for human relations within a government office, particularly in India where social forces continue to exercise a strangle-hold over government organisations. The objective criteria, therefore, for arriving at the writing of reports, either open or confidential as the case may be, becomes obscure and unrealisable. The remedy would appear to lie not in any hasty rehashing of the present methods but in doing something that is deeper than a mere assessment of the roles to be performed by an officer towards his assigned duties or a senior officer *vis-a-vis* a junior officer. The human context of the infinite situations that come up in the life within a government office have to be gone into in minutest detail so as to see that what is required in terms of judgment by one person of another of different social status and economic strength is not vitiated by considerations that are outside its scope and betray more of the individual's idiosyncrasies than anything else.

Bureaucracy is normally resistant to Change.

Can Secretariats be wound up?

M. G.

The question of administrative delays has loomed large very much since Independence and the ranks of Administrators and leaders of the public have been gravely exercised over the means by which more expedition could be ensured in the despatch of business in Government offices. A number of remedies have been suggested in this connection. One of the most desperate remedies suggested is the winding up of the secretariat. When this suggestion was mooted first, people took it seriously. In the forum of some State legislatures, the suggestion was however put forward in all seriousness. The argument advanced was that the secretariat instead of hastening the despatch of business was proving a bottleneck. The very internal set-up in the secretariats tends to make them a breeding ground for delays, it has been said. It has also been said that there is plenty of duplication in the Secretariat and if this is eliminated by the winding up of the secretariat things may move quickly.

The Andhra Administrative Reforms Committee has examined this question at length. Their arguments may be briefly summarised. At present according to them, offices of the heads of departments and Secretariat departments are treated as separate units. The heads of departments do not send their files to the Secretariats. Nor do they have access to the files in the Secretariat. Both function in water-tight compartments. The examination of the proposals of the head of a department commences in the Secretariat at the clerical level. In the case of technical matters it is needless to say that noting in the Secretariat is superfluous and may not be informative also. The head of a department sends up his proposals after mature consideration and it is a waste of time

for the same proposal being examined in the Secretariat from the bottom level. If such examination is avoided there is no doubt that despatch of business will be quickened considerably. Another argument is that the implementation of the successive five year plans entail constant and continuous contacts between the head of the department and the Secretariat and such contacts would involve much delay if the two units are kept separated. If they are merged together things are bound to move quickly and quickness is what is wanted in the execution of the larger and larger five year plans. The committee has therefore suggested the merger of the Secretariat and the offices of the heads of departments according to a phased programme. During the first phase some 19 major departments in the State will be given Secretariat status the heads being designated as additional secretary or deputy secretary. The head of the department in his new status will be competent to circulate certain categories of files to Ministers direct. During the second phase the work of the officers and sections working in the Secretariat offices will be reallocated with a view to see that the scrutiny of a proposal is done only once either in the office of the head of the department or in the Secretariat. During this phase officers and staff in the Secretariat and those of the office of the head of the department may move into each other like a two-way traffic. In the third phase the two offices namely the Secretariat department and the office of the head of the department will be merged completely and accommodated in the same building.

There is dissenting note in the report which sets out the arguments against this arrangement. According to the dissenting note the basic func-

tion of the Secretariat is to scrutinise departmental proposals so as to bring them in line with Government policy or to evolve a new policy to meet a new situation. At the Secretariat level new aspects of a policy are brought to light which may not have occurred to a departmental head functioning within a limited range. It may not be possible for him to forestall the repercussions of his proposal on the general policy of the Government or the activities of other departments. Thus the scrutiny done in the Secretariat is necessary. Another argument against the abolition of the Secretariat is that in the formulation of Government policies the Government will have to depend upon the head of the department functioning as additional secretary or so. This officer will not have a Secretariat outlook but only a departmental outlook. He may not be able to view things against the background of the entire administrative structure. Specialists who spend long years in a single department are by their very experience apt to have an exaggerated opinion of the importance of their own work. This is a serious limitation; it can be excluded if the experienced administrator in the secretariat with his broad horizon handles the proposal of the head of a department. Thirdly it is common knowledge that the Secretariat has developed to mammoth proportions since Independence. The proposed merger of the Secretariat and the office of the head of the department may further increase the size and create new problems. Fourthly the amalgamation of the staff of the Secretariat and that of the head of a department may lead to dilution of responsibility and inefficiency. The office routine and procedure in the office of the head of a department is different from that of the Secretariat. The staff of the office of the head of a department may have a narrow outlook and may not have the detachment and objectivity possessed by Secretariat personnel. The proper

way therefore according to the dissenting note is to effect proper delegation of authority in the Secretariat and take other measures to reduce delays.

The committee also stresses the need for a change in regard to the relations between the Finance department in the Secretariat and the administrative departments. The report quotes Asok Chanda who says "Though the system of financial control of 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 nor extensive." Again Asok Chanda observes: "The Finance Ministry while straining at the gnat have often to swallow the camel." The report points out that the main purpose of financial control is to promote economy consciousness and a sense of financial responsibility in administration. To this end the creation of posts of financial advisers in Secretariat departments is suggested. There should be account officers in other offices also.

A number of less important suggestions are also made in the report. One is that suggestive noting on the part of the Ministerial staff should be discouraged. Inspection of the subordinate offices by the head of the department should be thorough and detailed. A personal evaluation of the work done by the presiding officer in a subordinate office should also be done during inspections. A state coordination committee as well as departmental coordination committee should be appointed to prevent overlapping and duplication. District coordination committees are also recommended, to coordinate activities in the districts. A standing administrative reform committee has also been suggested. Considerable

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The I.C.S. and the I.A.S.

(UNICORN)

VI

The previous five parts of this article appeared in the issues of the NEW ADMINISTRATOR from August 1960.

There is a general impression that the members of the Administrative services are not so efficient as their counterparts in the Indian Civil Service. Politicians of the ruling party who have had experience of both the services and retired civil servants who have served both under British rule as well as under the Independent regime are among those who share this view. It is held that intellectually the I.A.S. Officers suffer by comparison with the I.C.S. officers. Secondly while the old I.C.S. officers were more or less giants in work Administrative service personnel are not so hardworking or industrious. Even in spite of his heavy pre-occupations the I.C.S. officer spent a lot of time in reading and keeping both his general knowledge and special knowledge up to date. Now there is a sharp decline of reading habit among I.A.S. officers. To add to these the I.A.S. officers has, it has been observed by a retired civil servant, inherited some of the weakpoints of the I.C.S. Sense of superiority of the I.C.S. has been copied in toto by some of the members of the I.A.S. Of course in a bureaucracy under the colonial system when the civil servants acted as the agents of foreign rulers, this was looked upon as a necessary ingredient in the mental equipment of a civil servant. The common man reconciled himself to it because he knew that there was no alternative to it. But this trait in some of the members of the I.A.S. has naturally provoked pungent criticism. We are having Parliamentary Democracy and we are striving towards the welfare State goal. In this context superciliousness is looked upon as something like a crime. The common man

is more vocal now because in a democracy he is the master. He might have put up with similar things under a foreign rule but he is not prepared for it when politicians and leaders of the public are never tired of saying that he is the master. For another point it has been said that if some of the members of the I.C.S. were not free from communalism, some of the I.A.S. officers may have a greater share of it.

Be that as it may, there is little point in wasting time in criticising the members of the I.A.S. They may have faults and for that matter no service is free from faults. Some of these faults have however stemmed from the conditions that obtain in free India for which the I.A.S. officer cannot be held responsible. In the first place it is an acknowledged fact that there has been a sharp deterioration in the standard of university education in this country for the past two decades. Many of the present-day I.A.S. officers have had their university career during this period. Naturally therefore for no fault of theirs they had to suffer in point of their intellectual equipment. Secondly the pre-entry training he had received was not adequate compared with that the I.C.S. officers had received. The two main criticisms against the training of the present I.A.S. officers are one that it is short and two that the training does not include a period of stay abroad. It has therefore been suggested that the period of training India should be lengthened by an year and that he should also have an opportunity to travel abroad. Both these suggestions deserve the earnest consideration of the Union Government. Compared with the responsibilities of the I.C.S.

in a Police State, those of the present day I.A.S. are far more extensive and this fact itself is enough to justify an extension of the period of training. Since the second war, the world is marching with hectic speed and a period of stay abroad is bound to broaden his horizon and keep himself abreast of the times.

It is also unfortunate that a good part of his official career has synchronised with the period of Independence which has witnessed a steep decline in moral standards and the emergence of a series of subversive forces like Casteism, Communalism, Nepotism, etc. The impact of environment is undeniable and in the midst of the prevailing deterioration he cannot be expected to remain unaffected by the sinister forces around him. He sees around him sometimes Ministers, politicians, leaders of the public giving way to casteism communalism and nepotism and how can he then keep away. He can do it only at his own risk. His idealism may land him in difficult situations. He is reminded of the proverb "When you are in Rome do as Romans do". He also knows that civil servants who have tried to swim against the prevailing current have come to grief. He has to take the line of least resistance if he is to have a smooth sailing. He is thus a victim of circumstances. Those who criticise him have to reckon with these facts.

Again while criticising him as being not so efficient as his counterpart in the Indian Civil Service it is often forgotten that the nature and amount of his responsibilities have vastly increased and bear no comparison to those of the I.C.S. In a Police State the Civil servant is mainly concerned only with the law and order position. And in the sphere of his duties he had nobody to criticise him. The public were the inarticulate masses. The politicians had no effective voice in the governance of the country. The

legislature was more concerned with the problem of freedom from foreign rule and not so much with details of administration. The Civil servant had thus a free hand. This is not the position now. With the advent of Independence and the inauguration of the welfare State his responsibilities have increased out of all proportions. The inarticulate masses of the British period have become dynamic citizens. The Politicians who were ineffective under foreign rule have now a dominant voice. Thus with increase of work on the one hand and restraints of a democratic government on the other the I.A.S. Civil servant cannot be too wary. He has to look around before he takes each and every step. At the present day there is much talk about the civil servants reluctance to take up responsibility. This is in a large measure due to the limitations of his environment.

Another factor that is peculiar to the I.A.S. is that admission to the service is governed not solely by success in the competition examination. The service is made up of also those who have been recruited by special boards as well as by promotees from the lower ranks. Previously this was not the case. The I.C.S. was a close preserve of competition wallahas. There were no promotees to swell their ranks. And recruitment by special boards was few and far between. Thus when the number increased quality suffered. This is the case with every organisation.

On top of all these comes the adverse effect on his efficiency arising from the fact that his contemporaries in the private sector are much better off financially. Many of them had not such a brilliant academic career as he had. Nevertheless they had a start much better than that he has had and their financial emoluments are far higher. The private sector officials are also free from the shackles of public opinion

or the trammels of democratic Government. Sir Walter Scott the noted novelist has testified to the depression and dejection one is seized with when he finds that people who are no better than himself are far better than him in regard to the pecuniary rewards of life. It was therefore suggested some-time ago that there should be a ceiling on salaries in the private sector. Inflated salaries in the private sector with a number of privileges to boot have an inevitably injurious influence on the efficiency of Civil servants

in Public administration. In a socialistic pattern the gulf between the salaries has to be bridged as far as possible. Glaring inequalities of any kind are incongruous in a socialistic pattern. Whatever be the legal difficulties in putting a ceiling on the salaries in the private sector, it is desirable in the interest of administrative efficiency that the level of differences is narrowed down to the minimum limit so that the differences may not cause heart burning to a large proportion of civil servants.

Achievement Motive

Administrators and public servants should have an achievement motive. They should be interested in what they are doing and not in the financial rewards.

(Continued from page 37)

emphasis is laid on Public Relations work in Government offices. There should be a receptionist in the offices of the heads of departments and another in Collectors' offices. Trained social workers should be appointed in all big hospitals for Public Relations work.

Except in regard to the winding up of the Secretariat according to a phased programme the other recommendations are not of a radical

nature. Many may not agree with the committee in regard to its suggestion for winding up of the Secretariat. The Secretariats show the commercial origin of the British rule in this country. It was found necessary by an organisation of foreign merchants operating in a strange country. It has however come to stay. Its elimination may prove a remedy worse than the disease. One cannot throw away the baby with the bath water.

A Conscientious Administrator

RESEARCHER

A burning desire for public welfare and an utter fearlessness in the discharge of public duties regardless of consequences to himself, a dynamic personality radiating vigour in every direction and inspiring all who came under its influence, an eye for economy and order everywhere and a sound practical sense with a dash of idealism, an extraordinary power of observation and an uncanny ability to grasp in a trice the essentials of any problem however difficult, a brain teeming with ideas of reform and an intellect capable of carrying conviction in a language at once powerful and clear—these are the hallmarks of Trevelyn's greatness. To these however must be added some softer qualities—suave manners, amiability, regard and sympathy for all, and a great sincerity of purpose.

It is a matter of common knowledge that under the colonial system the colonists were ruled in the interests of the rulers and not of the ruled. Administrators who sought to uphold the interests of the ruled were often given short shrift. One such administrator who suffered in this way was Sir Charles Trevelyan. He was Governor of Madras only for fourteen months and into these fourteen months were packed achievements worthy of a lifetime. Every department in the province felt during this brief period the impact of his forceful personality. "Possessed of previous knowledge and experience in Indian affairs, endowed with a character bold and energetic and equipped with an outlook most liberal on all questions affecting the welfare of the people he could not but be expected to leave a lasting impression on the administration committed to his charge. "His masterful knowledge of details, his quick grasp, his robust style, his pre-eminent celerity of expression, his amiable manners and above all his immense capacity for work, his driving power and his ability in selecting, encouraging, and setting all officers to turn out the best of what work they could give infused no little strength in all branches of administration."

He landed in Madras in 1859. He won the hearts of the people by organising a grand durbar. The usual practice was that only a handful of officials were invited for such durbars. But the new Governor invited a large number of officials and non-officials. This created a favourable impression to start with. This gave the impression to the people that he was not an exclusive bureaucrat sitting in lonely heights cut off from ordinary mortals of clay. This easy accessibility was one of his dominant traits, because he realised that an administrator had to serve and one cannot serve by keeping aloof.

Soon after he settled down to work he took up department by department for reorganisation. He found so much of confusion, anomaly and waste in the revenue department. The various district and Taluk establishments had been constituted in a haphazard manner. The number and duties of public officials bore no relation to their duties. Small districts in some cases had more numerous establishments than big ones. And ill-paid revenue officials literally tyrannised over the ryots. To begin with he therefore reduced the number of taluks. He defined the duties of all classes of revenue officers and

increased their salaries. He believed that it was impossible to raise the moral tone of the administration without paying adequate salaries to the services. He therefore reduced their number and increased their salaries. Next came the reorganisation of the Police Department. He found it essential to place the District Superintendent under the District Magistrate in order that the Police were rendered more efficient. More brilliant results were achieved by the reorganisation of the Public Works Department. That department was in a disorganised and inefficient state. He replaced the Chief Engineer who was utterly incompetent. He drew up an elaborate memorandum for the guidance of Departmental personnel.

Turning to reforms of a general nature Trevelyan's first act was to eliminate all unimportant work so that the higher officers might be able to devote more attention to matters of great public importance. The practice of referring anything and everything to Home authorities was discontinued. Official reports had to be, precise, brief, and clear and not rambling or discursive. Only enclosures which were very relevant were to be sent. Heads of departments were instructed not to send long-drawn out reports and unnecessary enclosures but only short succinct and self-contained letters even on important matters.

Trevelyan was not merely a desk worker. He toured extensively. This touring was done in a very simple manner. After the completion of every tour he wrote a long minute and this contained a wealth of information about the district, its people and their problems. These minutes formed illuminating documents which helped much in shaping local policies and programmes. Some Collectors during the beginning of this century had adopted the system of writing elaborate tour notes. These were sent to their offices.

Action had to be taken on the various points in the notes and then the papers had to go to the Collector finally. This system proved very helpful. Tour notes by a Collector or head of department give facts and figures from an administrator's angle and they furnish a wealth of useful materials on the basis of which sound policies can be formulated. A revival of this system is worth considering. Observations made by Trevelyan in the tour notes sometimes had more than passing interest. On one occasion he said with reference to the disposal of Civil suits "It is unjust and unreasonable to levy taxes and maintain armies and to stop just short of that for which the whole machinery of Government exists. Such chronic delays in the administration of justice exercise an extremely baneful influence in encouraging litigation and enabling persons possessed of long purses to keep others out of their rights."

Sir Charles Trevelyan was also a champion of provincial autonomy and local self-Government. As far back as 1859 he saw the evils arising out of a rigid centralisation. He felt that "it is physically impossible that the real Government of the whole of India can be carried on by one set of men from one place namely the seat of the Government of India. He observed that "the result of the attempt has been to paralyse the local Governments.—He felt that the suppression of the opinion of the provincial Government was unjust and improper. It ignored the right of the local Government to carry out their obligations to the people. Such suppression also flouted their responsibilities. It reduced their authority to a cypher in matters vitally concerning the welfare of their people. As regards local self-Government he visualised the extensive establishment of popular Municipal Institutions to improve water supply, drainage, roads and sanitation.

Sir Charles Trevelyan was an administrator far in advance of his times. He forestalled many ideas of good administration popular at the present day. Good administration he once emphasised was as effective in increasing the revenue as in diminishing the expenditure. And an essential requisite of good administration he pointed out consisted in the selection of proper personnel. "To select persons for every department without reference to any consideration except that of superior fitness is so important a part of good Government that it may almost said to be the whole." An apostle of efficiency he adopted merit and merit alone as the criterion for public employment. He never tolerated inefficiency; he removed the inefficient officers without compunction and rewarded the efficient with every mark of approbation. He devised an effective check upon finance and pruned all unnecessary expenditure. *In administration it is generally recognised that experience counts much, ability counts more and character counts most.* And Trevelyan had a combination of all the three and it was this that constituted the secret of his success as administrator. "A burning desire for public welfare, an utter fearlessness in the discharge of his public duties regardless of consequences to

himself, a dynamic personality radiating vigour in every direction and inspiring all that came under his influence, an eye for economy and order everywhere and a sound practical sense with a dash of idealism, an extraordinary power of observation and an uncanny ability to grasp in a trice the essentials of any problem however difficult, a brain teeming with ideas of reform and an intellect capable of carrying conviction in a language at once powerful and clear—these are the hallmarks of his greatness. To these however must be added some softer qualities—suave manners, amiability, regard and sympathy for all and a great sincerity of purpose.

It was inevitable that an administrator with such qualities should come into clash with the authorities in England. His interest in India was construed as an act of indiscipline and he was recalled. But this did not affect his place in the estimation of the people of this country. They looked upon him as their friend. His simple and unassuming manners, his frank and free intercourse with high and low, his kind and courteous treatment of all endeared him to all classes of people. His life carries many lessons for the administrators of the present day.

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Urbanisation and Corruption

BEEYEN

VI

Conclusion

The study of urbanisation and corruption in their mutual impact and inter-relationship specially falls under the head of analytical sociology. Max Weber, its protagonist has defined it in terms of a "science which attempts the interpretative understanding of social action in order thereby to arrive at a causal explanation of its course and effects". Any human society consists of a complex of human inter-relationships characterised by the meaningful behaviour of a plurality of actors. Both urbanisation and corruption can be conceived in terms not merely of their functional relationships and uniformities but in terms of individual and social action or in other words of the subjective intentions of its actors—the individual members. It is concerned with the actions of men with a subjective meaning. In the cultural context of Indian cities and villages this approach is of prime importance as it stresses the role of perception as a stimulus prior to action as a response. Urbanisation as a social process in India is the organized response of people towards a growing structure of environment and the stimulus that it generates. Corruption practised by an individual or a group of individuals is the product of confused perception and thinking and above all the net result of the disintegration in social values. Urbanisation brings the migrant villager or the intrinsic villager in the migrant person in contact with an unstructured perceptual field. As Gardiner Murphy aptly puts it "the world of uncertain norms and of value conflicts, a world in which need determined thinking reigns supreme". It is the result of the downward pressures of an alert mind that seek security in a

bank balance or the acquisition of material assets while it forestalls an uncertain period of retirement or faces frustrations in official career. It is thus we find a large number of cases of corruption where the central figure is an official who faces insecurity in service or has been frustrated in his attempts at getting a well-merited promotion in due time. To limit one's analysis to individuals or to their roles in social action, however, is erroneous in the direction of betraying a habit for atomised thinking. Karl Manneheim would have called it a relationist blunder since it would mean that we are attempting to conceive of corruption merely in individual and abstract terms and are trying to overlook the concrete conditions and successive social and economic situations to which it is related and under which it holds good. Under Indian conditions, therefore, what is required is structural analysis in the field of sociology. It is the considered view of this writer that it is high time for Indian Sociologists to give up their bland historicist or pseudo Marxist predilections and don the mantle of structural analysis. The task of the structural analyst is best described in the words of Leo Silberman as follows :—

"The structural analyst watches and carefully records 'typical' social forms and how they are related to problems of technical efficiency, to social peace and progress or the shaping of social theory. He will also investigate the influence of tradition, the nature of culture contact the spatial containment and relative

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Planning In India

The attainment of economic progress through planning was an integral part of the national thinking during the struggle for freedom. At the Karachi session of the Indian National Congress in 1931 a resolution was adopted outlining certain basic economic and social objectives which a free India would pursue. Leading engineers, economists and administrators also laid great emphasis on the need for planned development of the country and suggested 10-year or 5-year plans for the purpose. In 1938, the then President of the Congress, Shri Subhash Chandra Bose set up a National Planning Committee, with Shri Nehru as Chairman, to enquire into the possibilities of planned economic development in India and suggest practical schemes.

The Committee, which consisted of economists and experts as well as some administrators from the former Indian States, made several useful and detailed studies and prepared 16 final and 10 interim reports on different aspects of national development.

Several blueprints

The Second World War came in the way of the Committee's work. During this period, however, leading industrialists and economists got together to prepare what has come to be known as the Bombay Plan. One or two similar blueprints were prepared by others. In the closing years of the War there was sustained discussion and thinking on the question of planning for economic advance. With the coming transfer of power in view, the former Government of India set up a Department of Planning and Development and studies on development schemes to be undertaken after the War were initiated at the Centre and in the Provinces. After the formation of the Interim Government in 1946, an Advisory Planning Board was set up. In the years following Inde-

pendence, major development schemes like the Hirakud Project, were launched. With the complete integration of the country having been achieved and the problems created by partition more or less out of the way, the time was ripe for the setting up of the Planning Commission in March 1950. It was recognised that comprehensive planning, after a careful appraisal of resources and with certain basic long-term objectives in view, could be undertaken by an organisation working in close co-operation with different organs of Government but free from the routine of administration.

Aims and objectives

The Directive Principles of State Policy in the Constitution require the State to work for the social and economic progress of the country and secure the welfare of all sections of the people. With that background, the objective of planning was visualised as initiating a process of development to raise living standards and to open out to the people new opportunities for a richer and more varied life. It was also realised that economic planning should aim not merely at the development of resources in the narrow technical sense but at the development of human faculties and the building of an institutional framework adequate to the needs and aspirations of the people. The main functions of the Planning Commission are (1) to make an assessment of the material, capital and human resources of the country and investigate the possibilities of augmenting those resources which are deficient in relation to the requirements, (2) to formulate a plan for the most effective and balanced utilisation of these resources, (3) to define the stages in which the plan should be carried out and to propose the allocation of the resources for the completion of each stage on determination of priorities, (4) to

indicate the factors retarding economic development and to determine the conditions necessary for the successful execution of the plan, (5) to determine the machinery required for the implementation of each stage of the plan, and (6) to study the progress of execution of the plan and recommend necessary adjustments. The Prime Minister has been Chairman of the Commission from its inception and, apart from full-time members the Ministers of Planning, Finance and Defence are also members of the Commission. There is close liaison between the planning body and the Government at various levels.

Plan formulation.

The Commission is assisted in its work by programme advisers, secretariat personnel and technical divisions manned by subject specialists and research workers. The Five-Year Plans are formulated after prolonged consultation with the State Governments and the Central Ministries. The formulation of the Plans is preceded by a detailed study of the position of resources, the targets to be proposed, the progress achieved in different sectors and the needs of different areas. The plans of States are framed keeping in view the national targets in different fields. The details of various projects are examined by working groups or committees on which officials with knowledge of the subjects are represented. Consultations are also held with non-officials having expert knowledge of different subjects through committees and panels and the release of a draft well in advance of the

finalisation of the plan ensures nation-wide deliberation and discussion of the objectives and targets. The details of the Plan are examined by the National Development Council which is the highest policy coordinating body for planning in the country. The Prime Minister is Chairman of the Council of which Chief Ministers of all States are members. (The Council also reviews the work of the Plan from time to time and considers matters of social and economic policy affecting national development and recommends measures for achievement of the aims and targets of the Plan). The Plan assumes final shape after its consideration and approval by Parliament.

Evaluation

The Planning Commission keeps a continuous watch on the execution of Plan projects through periodical progress reports and discussions with the Project authorities and State Governments. The breaking down of a five-year plan in five annual plans also ensures continuous scrutiny of the progress of schemes and comparison with the overall targets. Special organs have been created to watch the progress of Plan schemes. The Programme Evaluation Organisation set up in 1952, makes a systematic and periodical assessment of the results of the Community Development Programme. A high-level body, the Committee on Plan Projects, has under it teams to investigate and study the working of national extension service, utilisation of irrigation potential and building projects.

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openness' of the society or its subdivisions and try to list his analysis on topical issues. The structural analyst takes note of the degree to which a society has come to accept a certain scheme of stratification, the

trend of stratification most characteristic of the society, the adjustment of the various divisions to one another and the extent to which they are derived from different functions and natural distinctions".

Lessons in Community Development

KURIANSON

LESSON NO. 2

Rural Experiments in the past

Q. Do you mean to say that there were practically no serious effort at rural uplift work during the British Period?

A. I do not mean to say that; there were sporadic efforts here and there, now and then. What I say is that rural uplift was not a regular policy of the Government. I can quote a number of statements by eminent men in support of this fact. Sir Frederick Sykes a former Governor of Bombay said "In the discussions upon the Indian question too little weight has been given to rural reconstruction and economic improvement which are really the basis upon which everything else rests. Again Sir John Malcolm observed "Our administration though just is cold and rigid. If it creates no alarm it inspires little if any emulation," W. S. Blunt observed "We have given the ryot security from death by violence, but probably we have increased his danger of death by starvation".

Q. You have mentioned about sporadic efforts. Can you just give me an idea of these efforts?

A. The foreign rulers generally put their shoulders to the wheel of Rural reconstruction only when they were hustled by political agitation. After the first world war there was a wave of sympathy for the common man because he contributed much to the winning of the war. So in the Punjab where the martial element predominated, a big rural experiment was attempted under the guidance of Brigadier Brayne. This is known as the Gurgaoan experiment. Later an Indian village welfare association was formed in England. This was in 1931. The association sought to pool together the experiences of those who had first-

hand knowledge of rural conditions in India. Retired Civilians were the brain behind it. It published a number of educative pamphlets. For yet another effort, in Bombay a village improvement scheme was initiated in 1933. District committees were formed under the chairmanship of district officers and there were taluk and village committees also. It sought to promote village amenities. A village uplift board was formed in Central Provinces in 1932. It also appointed district uplift committees. It devoted its attention mainly to agricultural propaganda, improvement of sanitation, inculcation of thrift, adult schools and voluntary consolidation of holdings. The United Provinces created a Rural Development Board. It attended mainly to water-supply.

Q. You have referred to Gurgaon experiment as a big rural experiment. Can you just give me some details of the experiment?

A. Gurgaon was a district of the old Punjab. Its area was 14,19,132 acres. The soil was extremely poor, rainfall precarious and the inhabitants needy. The district was classified as insecure in official accounts. Mr. Brayne took charge of this district at the end of 1920. He was struck by the miserable condition of the people. So he started an uplift campaign to jerk the villager out of his old groove, convince that improvement was possible and to kill his fatalism. He first wanted to create in the villager a desire for improvement. The main planks of his campaign were (1) increase in the yield from agriculture (2) stopping of waste (3) improvement of health and (4) improvement of home, women. Nine-tenths of the diseases in the

village were due to dirt and Brayne therefore started his uplift campaign with a clean up effort. "Cleanliness is the beginning of uplift" he said—cleanliness of person home and village. Voluntary organisations were harnessed to carry out the work with the help of paid village guides. The guides were the mainspring of the campaign. The Central idea behind their appointment was to provide a single agency to whom the villager could turn for advice. Such guides for rural folk were available in some European countries. In Denmark for instance there was the Konsulent whose functions included tendering of advice to villagers and assisting them in matters affecting their welfare. In this connection one may recall what the Royal Commission on Agriculture had observed. They stressed that guidance was necessary in the matter of village improvement more than in anything else. This guidance was provided through a barrage of publicity and propaganda. Propaganda, more propaganda, and still more propaganda was the maxim of Brayne. A variety of media were used for the purpose. These included broadcasts, magic lantern slides, cartoons dramas,

gramophone records, coloured pictures and posters exhibitions shows, and melas competitions, demonstrations etc. Attention was mainly concentrated on agriculture, because increase in the yield in agriculture was basic to all progress in the village.

Q. What were the results of the campaign?

A. No doubt tangible results were produced. But they proved temporary. The movement was not a success.

Q. Why?

A. There were many reasons. Firstly, it was more or less one-man's show. It was not a peoples' movement. It was the result of one-man's enthusiasm. When therefore he left the district the movement also died down. Secondly, the village guides were lacking in experience. They had little training. Their educational qualifications were negligible. They were raw youths and because of their lack of equipment and experience they were not taken seriously by the villagers. They commanded little respect from the villagers. Thirdly, there was no definite plan of work nor was there any organisation to keep the work going.

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Class II can be easily blamed for want of "Tact", that superfine virtue by which officially you might say something which you really do not mean; or even tactfully keep quiet; or pretend to do a thing when in fact you do not do it; though in Dictionary you might find the meaning of tact as doing a correct thing at the correct moment. You must know that official parlance in Bharatania is not exactly according

to the dictionary. Tact is essentially a virtue of a balanced condition and balance in official life means inaction. A Class II has to be guarded and is not to express his sympathies, by thought, word or deed, with the service union on any issue; and a few Class IIs had lost their jobs on that account. He belongs to the "Administration" (with the capital A) though at the lowest level and he should know it!

Rambles in Officialdom

(CANDIDUS)

X

Class II Government Servant

Class II in Government Service in Bharatania is comparable to class II accommodation in the Bharatanian railways, having neither the comfort of class I nor the freedom of class III. It is between two worlds with a little world of its own, a "heaven" like that of Trisanku in the Hindu Mythology for whom sage Viswamitra created a special enclave and poor Trisanku, in the group of stars known as the southern Cross is still enjoying the same in a topside down position. In most cases class II is one of promotion from the lower ranks—the non-gazetted cadres, though in a few rare exceptions it is one of direct recruitment. A class II officer therefore cannot cut off his ties of 'emotional integration' entirely from those lower to him on the day he is promoted or confirmed because he will be immediately dubbed a snob and will have no cooperation from the set of people whom he has to manage and get work done. If, on the other hand, he confines himself to his work without looking 'up' and paying his tributes to the bosses in class I by way of due attention he may be certainly 'in' for some troubles from the top. The way in which he balances himself is a measure of his success.

Class II, like the middle class in all societies is 'Bourgeoise'. He has to wear all the outward signs of respectability, but at the same time he cannot command or demand, now more than ever, covertly or overtly respect from his subordinates as a class I can. In fact his powers in respect of discipline, let alone 'doing good' have been whittled down; and though to some extent he can carry on with threats this may not

take him far. With the quality of the material in class III deteriorating and with a growing consciousness of "Unwork" and "Fear none" among them, class II will certainly have no easy time of it if he is a poor executive with a class I to ride over him and be ready to point out his lapses and incapacity of management. But he might pass muster—if he has the aptitude for it—in one of the special jobs like an attache in the administrative offices or as an expert in a group of experts, if his department provides for such.

In the opinion of the Panjandrum Class II is a necessary evil. There might be some complications if Class II is totally abolished. But at the same time too much importance should not be given to it; and one of the ways of achieving this is to see that its numbers are not increased out of proportion; and increase if you must for any purpose to increase that of Class I *pari passu*. When the Britisher ruled Bharatania he had created class II specially for a new race—that of Anglo-Bharatanians, who could naturally adapt themselves to an intermediate position. If a present-day Bharatanian in Class I service thinks too much about himself and of his "Gazettedness" and has the temerity to consider himself in no way inferior to Class I and wants to show it off blatantly, the usual methods of putting him down are there.

The above is not without its reactions in the general mental make-up of Class II. He is the man who has more causes for fear and anxiety officially than either class III or a Class I. His only escape lies in frequent changes

as well as his being in the "Good Books" of the bosses. And thus crowcatching is a very necessary art for him if he is to get up and get on. In fact you will find more crowcatchers in class II than in the other classes. The more successful ones among them are in fact the best exponents of this art. All talk of work, hard work and all that for meriting promotion, is mere eyewash, though work can never be avoided. In the Government of Bharatania, more than work it is the show of work that matters really—just as figures and statistics showing the progress sometimes are much more impressive than real progress as such. Without doubt the most successful crowcatcher is also the one who shows as a great worker. And how can a Class II make a show unless he keeps himself frequently in the view of the Panjandrum?

Neither a Panjandrum of Bharatania nor a planet moves alone in his rounds. Both have their satellites. It is an unwritten law of discipline in Bharatania that when a Panjandrum is in his round of visits he should be surrounded by a small group of lesser officers—gazetted may it please be noted and who can contribute anything like some bulk except the Class II? The Panjandrum will pass a casual remark and some one should be there to swallow it and look as having gained some wisdom, without looking gingerly as a mere Class III is apt to be often. It is arranged beforehand and all Class IIs cautioned to be present when a Panjandrum is in his prowl; a certain Panjandrum was careful enough to note the absentees and record it in his memory for subsequent 'action'. On one occasion he even asked others, on noticing one particular Class II Officer being absent among the local gang, in as casual manner as he could command "Where is Shri S—? I hope he is not on his tours"; and this witticism was greeted

with a small titter. By doing this kind of gyration many a Class II Officer has acquired courtier-like qualities. I remember even a Class II Officer who in such company would automatically grin at intervals, an involuntary act which gave an impression to anyone who saw him from a distance that he was appreciative of the remarks and certainly did not miss the humour therein! When the white man ruled Bharatania, the white Panjandrum was of a different variety; he never bothered so much about his own greatness and would like to deal with a lesser official on a person-to-person basis; and no wonder he could evaluate the worth of any individual more correctly.

And how does a Class II Officer stand in relation to a Class III? Woe unto him if any Class III by-passes him unofficially and approaches the Panjandrum in Class I taking every opportunity and every small occasion to present the poor Class II in bad light. Cases of such kind had been there in Bharatania—though any Panjandrum will strongly deny the same—even to the extent of drying a distraught Class II to suicide when things went too far. He has to be aware of such possibilities, though he cannot put a stop to them as it is not within his powers; any action even in the normal course against the wily Class III concerned is likely to be misunderstood and constructions put upon it. Of course one of the ways of avoiding such troubles is to get closer to the Class I and establish himself firmly in his "Best Books". But there are often so many factors which might make this difficult. As an intermediate person a Class II is bound to have attacks from both sides—attacks, open as well as insidious. He is generally the target for service unions; a Class I, a real Class I I mean, is usually at a safe height. If anything goes wrong the

(Continued on page 48)

For an Administrator's note-book

What makes a good administrator?

He must have a good physique and stamina. He must keep on cultivating his mind by regular reading. He must have certain moral principles; and he must think of service as a vocation and look upon it as his life's mission. He must take full advantage of the educational opportunities offered to him, both in his early days as a student and later in specialised institutions training administrators. He must continue to learn while doing his job by reading up old files and papers, by drawing upon the experiences of other senior officers in his organisation and keeping in contact with persons who have distinguished themselves in their own field of work which may be directly or indirectly connected with his own job. He must observe a certain code of conduct and at times exercise a certain amount of aloofness without placing himself in an ivory tower. He must have a human approach to all the questions he handles. He must be conscious and inflexible where right and wrong are concerned but subject to this he must be able to adjust his point of view to changing conditions, marshal his arguments properly and put them for-

ward in plain lucid language and with sweet reasonableness. He must think constantly about his problems so that with this expenditure of thought and technical knowledge he could devise remedies to meet his particular problems, and not to remain entirely dependent on the likelihood of some ideas coming to him from other sources. He must also not be dilatory and indulge in pushing his files all around.

Y. N. SUKTHANKAR.

Corruption

Corruption is more dangerous than oppression. Oppression, would find its own end automatically, but corruption is long-lived, because it has the support of those benefiting from it. Corruption arose out of the policy of controlling, restricting and regulating production and distribution activities. Everyone sought to obtain advantage over the other in the field of production and distribution by obtaining the favour of the ruling party. "If we want to stop this immorality, we must get the whole system of licensing and regulating to be reduced to the minimum necessary for general welfare.

RAJAJI.

Sense of oneness

Sometimes administrators are very remote from their organisations. They are cut off from the flow of work in the department. It is only by personal relationship that a sense of oneness can be given to an organisation.

New Administrator's Library

Papers on National Income and Allied Topics—Edited by V. K. R. V. Rao, S. R. Sen, M. V. Devatia and Uma Datta. Published by the Asia Publishing House, Bombay. Price Rs. 25.

This is a collection of papers presented at the two conferences of workers in the National Income field in India. The topics cover a wide range and include papers on agricultural statistics. Capital formation savings of the Indian Union, share of the urban and rural sectors in production, estimates of the stock of precious metals etc. The papers are interesting and make valuable and constructive suggestions. According to one paper there is scope for improvement in the collection of agricultural statistics. "The defects in the regular collection of reliable and timely agricultural statistics should be speedily eradicated." One of the causes of the defective recording of agricultural statistics is the excessive burden thrown on the primary reporter namely the village official. He needs assistance and close supervision.

The importance of statistics is being increasingly recognised at the present day and most of the Governments have statistical organisations. Statistics are the barometer which should decide the course of Government policies. No planning is possible without statistics. But much depends on their accuracy. This aspect of the matter needs special attention. Secondly these statistics should be given wider publicity. They should be published in a handy form and be made available to all classes of people. This will enable people to know where they stand in every sphere of activity. Such knowledge would provide the greatest stimulus to human endeavour. It is time that statistics are not regarded as the close preserve of scholars. It should be made common property —K.

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auspices of Sardar Patel Institute of Administration Madras 31

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