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ADMINISTRATOR

Vol. IV

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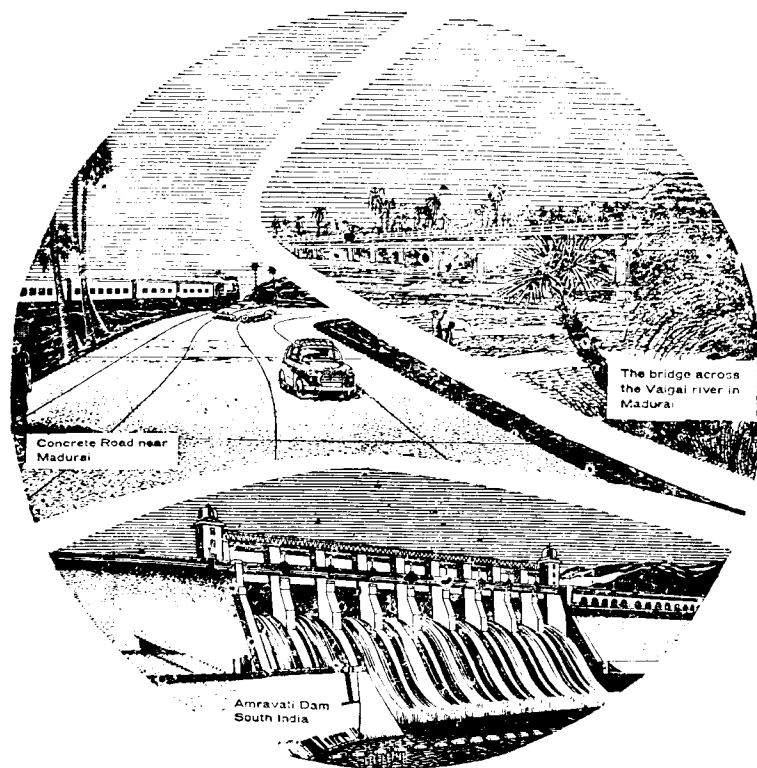
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THE
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HOPE AND FEAR

Writing on the Reform of Civil service in U. K. in the opening decades of this century Mr. Demetriadi stressed that hope and fear are the two main factors that stimulate efficiency in an employee. It is common experience that in whatever they do people are motivated by prospects of reward. The assistant in an office, working day in and day out, the workman in the factory who put in sweated labour and the Civil servant who is at his desk for no less than fourteen hours a day—all do so in the hope of achieving official advancement. Man lives on hope observed the Father of the Nation. Hope is the steam that propels the human machine; it is the motive power behind every human effort. Anything done without hope will lack that fire which generally contributes to produce the best result. Similarly in a negative manner fear also operates as a motive power in human action. The fear of punishment if work has not been properly done or the fear of even losing the job if one proves persistently negligent generally places people on their guard and induces them to put out their best in whatever they do. The consistent operation of these two elements in the building up of individual efficiency has been borne out by administrative history all over the world especially that of democratic countries. Where these two factors are precluded from operation there administrative efficiency has suffered in a disastrous manner.

Looking back to the administrative history of our country since independence one has ample grounds to conclude that these two elements have been mostly inoperative. The circumstances under which we got freedom and the circumstances which followed it made it difficult for these two factors to operate successfully. Freedom dawned upon us rather abruptly and our leaders have had little training in the exercise of administrative authority. The line of demarcation between politics and administration became consequently obliterated. Political considerations almost coloured everything,

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whether it is a matter of appointment or promotion or creation of new jobs. Soon the realisation became widespread among public servants that one need not turn out hard work to get promotion. One sometimes pointed out instances of people getting promotion without hard work or without knowing work. Sometimes people who worked hard failed to get their legitimate promotion because of the political pull of others who were more influential. Even permanent servants who belonged to the old set-up lost their enthusiasm when they saw around them people with little merit ascending the ladder sheerly through their influence. Those who were responsible for these hardly realised the disastrous impact of such things on administrative efficiency. Public servants at large therefore came to lose hope. A feeling of frustration developed in most public offices and tensions developed in many places. If hope was lost fear also became equally inoperative. There was little fear among public servants of getting punished if they did a wrong much less of losing their job. There is the politician at hand to come to his rescue. Public servants in many places still feel that they can do anything and escape unhurt if they have the goodwill of the members of Legislatures or Parliament. In mofussil areas it has been said that district officers devote more attention to keeping the local M. L. A.s in good humour than in doing their work properly. Some of them who had failed to humour local M. L. A.s paid dearly for their negligence.

This state of affairs prevailed on a larger scale in the early days of independence. Now things have improved; even so there is much room for improvement if administrative efficiency is to improve unhindered. On the eve of the general elections much is made of by opposition parties as regards the lack of administrative efficiency. Recently reference was made in the press to the gap between targets and results in the Second Plan and suggested that Governments should have created the conditions for the successful implementation of the plans before launching them. And one condition, it was pointed out, was the building up of administrative efficiency. Steps are therefore as much needed to make the people understand that the Government are keen on promoting efficiency as for arresting the deterioration. There is no question of dividing the responsibility in this matter between the Central and State Governments. The Central Government is mainly responsible for administrative efficiency and they have to take the initiative in the matter. An all-India plan has to be drawn up avoiding the mistakes of the

past, and placing things above board. The plan should include among other things a scheme of incentives and countrywide facilities for public servants to acquire more knowledge and improve their efficiency. Such acquisition of knowledge would also help the cause of national integration. Nye Bevin once said that Government is a matter of priorities. There is a lot of truth in it. Administrative efficiency is the basic condition for the success of our plans and it should receive the highest priority. We have been pleading for it all these years. We have also spared no pains to provide through this journal and our other publications useful information and guidance for all classes of public servants, to improve their efficiency although only few public servants have shown an interest in taking advantage of these. It is up to the Governments concerned to see that their servants avail themselves of the information and guidance which would help them to do their jobs better. In Western countries such facilities are provided more by private agencies; even then there was no lack of interest on the part of Governments to see that such services are made use of by their employees.

Today concerted action is urgently necessary for improving efficiency. In such concerted action private agencies have also to be mobilised where they are available. Only then can quick results be achieved.

(Continued from page 20)

agricultural teachers, advertising circulars and catalogues, and container labels and operation manuals. In general, stories and advertisements in magazines, newspapers, and radio frequently "notify" farmers about new products or practices developed by private industry. Notification then is followed by personal contact with agricultural experts, commercial dealers, and leading farmers who either have co-operated in the testing or who, receptive to new methods and products, have tried it on their farm. Use of a product or adoption of a practice by farmers in general usually follows for the benefit of himself, his family and the economic health of America.

News and Notes

Indian Industries Fair 1961

The 1961 Indian Industries Fair which was inaugurated by the Vice-President of India, Dr. Radhakrishnan on November 14, 1961, is the second of its kind. While delivering his inaugural Address, the Vice-President declared that this Exhibition was an indication of the rapid advance made in the industrialisation of the country. It indicated that "the country is on the move, even though we are primarily an agricultural nation". He said that the array of industrial projects that were fast coming up all over the country were intended to improve the lot of common people, and all the sections of the society including the overwhelming mass living in rural areas would directly benefit from them. "Industrial development is a great leveller. It raised the standard of living of the people not by doling out charity to them but by providing them with a chance for a better, worthwhile life". While commending the all round progress in the field of industry, the Vice-President also sounded a note of caution. He emphasised that industry should not be conceived of as an end in itself but only as a means to an end; the end being the enrichment of human life and extension of the spheres of human happiness and welfare. Also, the progress in the field of science and technology should essentially be an instrument of peace and not war. Dr. Radhakrishnan hoped that as a result of the Industries Fair, the entrepreneurs and others in this country would be able to make a better appreciation of the large strides being made in other countries in the field of techniques, process, etc. The current Exhibition is the largest of its kind in this part of the world and covers an area of over 180 acres of land as compared to 72 acres which were available for the 1955 Fair. A wide network of roads serves as the arteries of this not-so-small a township. Other services such as electricity and water have been multiplied manifold. Another important feature is the central vista extending from Gate No. 1 to 4 with a lake measuring 1,000 ft. long and 30 ft. wide right in the centre. The participation in the present Fair is on much larger scale than in the earlier one. Every sphere of Indian enterprise—public and private, large and small scale—is represented. A considerable number of foreign countries are also participating and what is perhaps of utmost importance is that all the major industrially advanced countries of the world such as the U.S.A., the U.S.S.R., the U.K., West Germany and Japan are taking part. The range of products to be exhibited is very wide. The latest in scientific advancement and technology is on display. The sputnik models and the aerocars present the most up-to-date feats of modern technology. Machinery of various types from heavy fabricating plants to miniscule precision instruments is on view side by side with different handicrafts in their beautiful designs and colours. The 2 million sq. feet and more of space occupied by pavilions and stalls is almost equally

shared by the domestic private and public enterprises and the foreign participants. Some State Governments are also participating. The considerable development achieved by the public sector enterprises in the country as also the substantial growth attained by the private sector is appropriately represented. The Fair thus presents an integrated scheme of participation indicating visually the concept of India's mixed economy and of the belief that both private and public enterprises can grow simultaneously and work in harmony in the interests of the over-all development of the country.

Worker in U. S. Industry

American industry has a high regard for the worker as an individual, a group of Indian industrial executives and other leaders believe after a five-week personnel management study in the United States. They expressed this view in a variety of ways. They used the phrases "people-oriented," "employee-centred," "atmosphere of belongingness created around employees," and "human relations prevailing" to describe the attitude they observed in companies they visited in many parts of the United States. Sponsored by the U. S. International Co-operation Administration on their tour, the group included industrial executives, labour union leaders, and government officials. Their mission was to observe productivity factors in personnel management and the contribution of good personnel management to the over-all efficiency of industry. They studied such diverse techniques as recruitment and induction procedures; employee suggestion programmes; health, retirement, and pension plans; grievance procedures; employee communications; training of workers and executive staff; the use of labour-saving devices; and home conditions. The group concluded that certain aspects of U. S. personnel management would be applicable and beneficial to India. Commenting on the elaborate induction procedures of companies he had observed, the leader of the team said "an atmosphere of belongingness is created around the employees. We have learned very much from induction procedures." "The development of the individual is not just in the economic context," Mr. Moorthy added, "but his whole personality is involved. There is a philosophy of management involving personal development and human relations." He described as "very new to us" the research work done by American universities and companies alike on personnel and management problems. Describing arbitration as a tool of industrial relations, one of the group described it as "sort of a moral force." This same official, Mr. B. A. Deshmukh, chief personnel officer of the Indian Airlines Corporation, New Delhi, said grievance procedures have "acted as a safety valve for morale." Mr. Ram Arjun Mahadik, secretary-general of the Press Mazdoor Sabha of Bombay, observed that "labour is considered a part and parcel of management" in this country. Training in many companies starts at the top, since the top officials set the pace. Suggestion programmes "let the worker feel as a part of the organisation who can effectively contribute to its improvement." Mr. Mahabir Sarup, of Bangalore, was "struck by the quality and quantity

of communication from management to workers." Noting that financial details, future policy and plans, pamphlets, and magazines are sent to workers and their families, Mr. Sarup noted that this helps not only in human relations but ultimately in productivity. Retirement and fringe benefits, which we found very elaborate and satisfactory, the team leader said "contribute to the very efficient working of the American worker." Home conditions, he said, influence the work of the worker. Describing the cheerful, happy home of a telephone line repairman he visited, the leader said, "I believe very happy living conditions are conducive to better productivity in industry."

The World Bank

The bank's membership consists of the Governments of 68 countries, each subscribing to its capital stock in accordance with their economic strength. As on June 30, 1961, the total subscribed capital of the bank was over \$20,000 million, but just about 10 per cent of this amount had been paid in. The remainder is subject to call if required. The bank is not only a lender but also a borrower. Whereas it has paid out over \$4,320 million on its loans, it has used or allocated only the equivalent of \$1,600 million from Government subscriptions. The remainder has been drawn mainly from the sale of its bonds. About half of the bank's borrowed money is owed to U. S. investors. The bank has made approximately one-third of its loans to power projects, another third to transport improvement programmes, and the rest to agriculture and industry. In addition to making loans, the bank renders to member-Governments a wide variety of technical assistance, ranging from full-scale economic surveys to regional investigations of particular projects. The Bank (or International Bank for Reconstruction and Development) has made these loans to India: transportation (13 loans) totalling \$447 million; power development (5 loans) totalling \$87 million; industry (8 loans) totalling \$232 million; agriculture (1 loan) of \$7 million; and a multipurpose loan of \$10.5 million. In addition, the International Development Association, a new subsidiary of the World Bank which extends loans on even more favourable terms, has lent to India \$6 million for irrigation. The role the World Bank is playing in India's future is perhaps best exemplified in the negotiation of the Indus water treaty of 1960, which was signed a year ago by Prime Minister Nehru and President Mohammad Ayub Khan of Pakistan.

Industrial Estates

In the United Nations Seminar on Industrial Estates in the ECAFE region recently held in Madras, Mr. Theodore K. Pasma, U. S. delegate, observed in a paper presented at the seminar that there are some 1,000 industrial estates in existence in the United States. "The idea of planned industrial parks," Mr. Pasma said, "is not altogether new in the United States, for several tracts of land subdivided into industrial sites were planned and developed as single units before 1900. What is new is the rapid and

widespread growth of industrial parks throughout the country—especially on the outskirts of metropolitan areas.” Mr. Pasma said most of the industrial estates in the United States are privately-owned and operated. One-third of them are owned by railways, who organise such estates to gain freight haulage opportunities. Why has the planned industrial park idea become so popular? There are many reasons, he said, adding that the industrial park, or planned subdivision for industry is a logical, man-directed response to present-day trends and conditions in the location of industry in metropolitan areas. As a planned “community of industries,” an industrial park provides the manufacturer with a choice of sites laid out for modern plant construction and future expansion and on land protected from encroachment by other land uses through appropriate zoning controls, he said. Some industrial parks provide a service (often called the “package plan”) whereby a district architect and contractor will carefully supervise the design, construction, and maintenance of the new plant according to the manufacturer’s own specifications. Utilities, streets, and rail head lead tracks are installed ready for the manufacturer’s use, Mr. Pasma noted. The American delegate said industrial parks appeal primarily to light and medium types of manufacturing, warehousing, research laboratories, processing-distributing operations, and added that industries requiring large tracts of land for a single plant will rarely find adequate space available in the average industrial park. He noted that the majority of industrial parks in the U. S. have less than 500 acres.

Foreign Companies

A statement of Indianisation of the staff of foreign companies was placed on the table of the Lok Sabha recently. The statement gives employment details for 1,208 foreign-owned or controlled companies operating in this country. A perusal of the statement would reveal that there has not been rapid Indianisation at the top level. Indians drawing salaries above Rs. 3,000 have increased only from 372 to 689 as a proportion of the number of employees at that level. It will be wrong to exercise any pressure on the companies to proceed rapidly in Indianising the staff at the top level. The fact is that there are very few Indians available to man these top posts. The State undertakings are inviting highly qualified technicians to give them advice on technical matters and the granting of income-tax concessions to foreign specialists is again a recognition of the dearth of qualified technicians in this country to prepare the requisite technical schemes for various projects. So under the circumstances the importation of qualified people would seem to be a normal and desirable procedure. It cannot also be denied that the foreign companies have been collaborating with the Government of India to a considerable degree. So far as the Indianisation of posts carrying salaries below Rs. 1,000 is concerned, it may be specified that it was virtually complete by 1955. From then onwards,

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Trends in Administration

Promotions in Public Service

The Madras High Court recently gave a ruling that no public servant has a claim to ask for promotion as a matter of right and the giving or withholding of promotions is exclusively within the discretion of the Executive authority concerned. Much has been said and written about promotion system in the field of public administration. In all democratic countries careful attention is paid to this matter for an irregular promotion system can undermine efficiency more than any other single factor. Writers on public administration have emphasised that the most important factor in deciding promotions should be the personal opinion and judgment of the higher officials of the department concerned. An officer can know intimately the qualities of an employee who has worked with him for many years. The judgment based on personal association is more reliable. But it is possible that this judgment is vitiated by two or three factors. One is the incapacity of the officer concerned to reach a sound judgment. A sound judgment must be based on a consideration of all relevant factors. The tendency is there to concentrate on one or two factors to the exclusion of others. It is also not unlikely that such judgment will be influenced by considerations which have no connection with merit, such as personal prejudices, communal considerations, regional factors, etc. The gravest charge against such judgment has been that it is more often subjective and not objective. Employees often oppose the method of deciding promotions on the basis of the personal opinion of the superiors because of the predominant part which the subjective element comes to play. It is said that flatterers and yesmen get preference over independent and talented men. So in Western countries like U. K. there are promotions boards in the departments made up of senior officers. These boards also consult members of the Whitley Councils before taking final decision. In India the promotion system has been the target of attack by employees. A fool proof system in which the subjective element is reduced to the minimum and the objective factor is allowed to predominate has to be conceived and put into effect as an essential preliminary to the improvement of efficiency.

Bossing

The President of the Institute of Engineers recently deplored the tendency of civil servants with little more than twelve years service to boss over Engineers of nearly twenty-five years service. He characterised this as a ludicrous situation. Since independence we are often hearing about bossing and bossism, although this thing has no place in a welfare State. Bossing was no doubt widely rampant in the police State. It was inherent in its very system. Civil servants and for that matter public servants who had authority vested in them thought that they were superior beings far above the ordinary run of mankind and they made it a principle to

keep aloof not only from the public but also from their subordinates who were looked upon not as human beings with feelings of self-respect and dignity but cogs in a big machine whose sole destiny was to function as "obedient servants". In an authoritarian set-up all these were inevitable. Then power and authority were defied and people who exercised them were looked upon as demigods. But with the advent of the welfare State these things have become anachronisms. Now there is no superior or subordinate, no bosses or non-bosses, no master or servants. Now those who exercise authority or power are captains of a team; they are leaders and not bosses; they are partners with those who work with them in the same enterprise. But unfortunately this outlook has not been imbibed by many public servants. That is why people have come to speak of bosses and bossing. Of course officialdom in this country has been associated with bossism for a pretty long time and it is not easy for it to throw over board authoritarian attitudes and adapt itself to the spirit of democracy and of the welfare State. So long as they fail to recognise the limitations of their new role they are bound to be unpopular and apart from this they will not be able to get the best out of their subordinates in the discharge of their duties. What is sadly lacking in public offices today is team-spirit. This team-spirit is indispensable for efficiency and it cannot come into being where public servants in the higher cadres cannot get rid of the tendency to boss.

Migration from Government Service

Another senior of I. C. S. Officer it is reported has left public service and accepted a job elsewhere. The report adds that he is the fourth chief Secretary in the State to leave the Government before expiry of his tenure. The migration of experienced administrators to other spheres is a phenomenon that has provoked criticism from several quarters. The depletion of public service in this country following independence as a result of the premature retirement of many able British civilians has as everybody knows done much havoc to the cause of administrative efficiency. Since then there were a number of cases in which experienced civil servants either retired before their time or resigned to accept jobs outside. We have had occasion to comment on this phenomenon in these columns. Different motives seem to have animated civil servants in seeking assignments outside. Sometimes it may be a case of being tempted by better salaries. There have been cases also in which civil servants left Government because their legitimate claims for promotion were over looked. A third class of people left service because they were not able to respond to the political pull of Ministers or party politicians. They felt that there was no scope for the exercise of their talents or for serving the masses on the basis of their experience because of political pressures and their consequent helplessness to play a useful role. Whatever be the causes that underlie this phenomenon it is time that steps are taken to prevent so to say the systematic denudation of public service by the exit of experienced men. This denudation seems to be more organised than

the denudation of our forests. And denudation of forests has received more attention at the hands of the authorities than the equally harmful denudation of our public service. Such denudation at the State level is bound to do untold havoc to administrative efficiency of the States. There is no doubt that dearth of experienced civil servants at the State level has proved one of a major cause for lack of efficiency. This state of affairs is bound to continue so long as senior men are allowed to accept international assignments or allowed to monopolise comfortable positions in the Government of India. With the launching of the Third Plan this aspect of the matter has received a measure of urgency. Already a committee is at work looking into the question of civil servants accepting assignments in the private sector. It is not known whether the committee has sent in their report. Any way migration of any kind to any place experienced civil servants has to be arrested effectively.

Dual Control

The Chairman of the Zilla Prishad Kurnool Andhra declared sometime ago that dual control of the district administration after the implementation of the scheme of democratic decentralisation was fraught with danger. There is no question of gainsaying this view. Unity of control is one of the essential factors in administrative efficiency. In the absence of the unity of control a lot of laxity, indiscipline, and all the evils that follow from these are sure to afflict administration. This has to be avoided especially in the field of district administration whose efficiency counts most in the general welfare of the people. In the scheme of democratic decentralisation duality of control is liable to creep in. The success of the scheme presupposes the harmonious working of the executive element and the democratic element at the district level. The Collector on the one hand and representative institutions on the other have to pull together. This is not easy in the transitional period. It is not easy for civil servants to forget their past role in the police State and the influence they had wielded there and to climb down to the role of a servant of the people. The emphasis has no doubt shifted from authority to service but the outlook that should follow this shift in the emphasis is slow to take place. As for representatives of the people they are new to the exercise of authority and naturally they would seek to stretch themselves as much as possible. This is the crux of the matter. There should be give and take on both sides. But the position has to be accepted and implemented that the Collector is the head of the district administration and nothing should be done which will have the effect of impairing his status and position. This is the only way of ensuring unity of control. And without unity of control district administration will easily get into a mess.

Reading Habit

The Director of Public Instruction, Madras recently deplored the tendency among men and women to read only light literature. He was inaugurating a scheme of circulation of books among women in their homes

through women teachers. The preference for light literature is more common among public servants. Reading habit itself is something rare nowadays and the sad fact is that even when public servants take to reading, they read generally only light literature like fiction or periodicals of a lighter kind. If secretariat libraries in most of the States are looked into perhaps it will be found that most of the recent additions are of a lighter kind. The partiality for light literature is not a healthy sign and has to be discouraged. The D. P. I. Madras has just returned from a visit to Russia and he observed that in that country women preferred to read serious books and were eager to gain knowledge in various fields. Public servants in India would do well to emulate this example. In the welfare State with its ever expanding activities and responsibilities public servants have to be always well equipped to shoulder their increasing burdens. This better equipment they cannot possibly acquire by reading light literature, only or by not reading at all. This fact has been pointed out many times in these columns but still there is a lack of appreciation of it judging from the attitude of even senior Civil servants in the matter. For instance even when Governments recommend the purchase of journals and books by public servants at Government cost, they more often than not ignore such orders. And although Governments are responsible for administrative efficiency ironically enough they do not insist on their orders in this regard being obeyed. There is little justification for Government's *laissez faire* attitude in this matter. The paramount need of the present day when the Third Five-Year Plan has started going is the importance of administrative efficiency and in the matter of stepping it up Government cannot justifiably leave things to the discretion of individual officers. On the other hand they have not only to insist on their instructions in this regard being carried out, but also have to provide facilities and incentives for encouraging the study of serious literature. The need for measures in this direction is reinforced by the fact that the general knowledge of many public servants including those who occupy key positions in districts is very poor, especially in relation to the Five-Year Plans, the implications of Panchayat Raj, the ideals of the welfare State and the modern approach to problems of public administration. Not a few among the Civil servants labour under the delusion that they can successfully climb the ladder without taking pains to keep their knowledge up to date by reading and study. It is for the Governments concerned to disillusion them.

Departmental Prestige

Home Minister Mr. Lal Bahadur Shastri said at New Delhi that the question of prestige came in the way of the coordinated working of different departments of the Government. One is reminded in this connection of what Lord Curzon characterised as departmentalism. Departmentalism was very rampant during the British period. Then the various departments were extremely jealous of their authority and jurisdiction and precious time was wasted in interdepartmental wrangling. Even when more than

one department had control or jurisdiction over the same subject they never chose to consult each other and carried on in their own way. This resulted in considerable overlapping and waste of effort and money. One writer observed in this context that the six square feet of the villager's hut was controlled by six different departments. There were also occasions when each department tendered conflicting advice and the villagers remained confused. Even after independence the tendency to multiply departments or to have two departments to do the same work, or to have two organisations to work in the same field is by no means uncommon. Recently the question of the Central Social Welfare Board and Village Panchayats doing social welfare work tended to indicate a conflict of jurisdiction. Such conflicts are mainly due to the fact that when an organisation is brought into being sufficient care is not taken to define in unambiguous terms the powers and jurisdiction of the organisation and its relation to sister organisations doing similar work. Even afterwards coordination has to be ensured by conferences interdepartmental committees, and coordinating officers. This is all the more necessary now when nation-building activities are undertaken by more than one department. The general impression is that the two things that are sadly wanting in administration at the present day is control and coordination. In the drive for stepping up administrative efficiency these two factors have to be kept in view.

Two New Cadres

According to a Press release two new services, economic and statistical are to be constituted by the Government of India in view of the increasing importance of developmental work. But if it is meant that the creation of new services would add to efficiency then second thoughts are necessary in the matter. It may be recalled that in our special number a contributor sought to remove certain misconceptions in this matter. He pointed out that technical or institutional remedies would not prove efficacious for fundamental diseases of the spirit and the will. Creation of new cadres may not automatically improve efficiency. What is wanted is that administrative personnel must be efficient. For instance if an inefficient person is upgraded or his official status elevated he may not become more efficient. So more importance has to be attached to the creation of the necessary climate in which the sense of dedication and the desire to promote individual efficiency can thrive. The Government has also to proceed cautiously in the matter of multiplying cadres. Organisation of new cadres may sometimes produce more problems than it can solve. It may also enlarge the size of bureaucracy. "As the size of the bureaucracy increases the difficulties in controlling it becomes greater. As the cost of the Government goes up the possibility of undertaking additional desirable programmes is diminished."

Public Co-operation

In November last Five-Year Plan celebrations were held in many places all over India and appeals were made by Chief Ministers, Ministers and leaders of the public for the co-operation of the people. It is doubtful if

mere appeals alone is sufficient to ensure the co-operation of the people. Public co-operation will not emerge as a rabbit from a magician's hat. The Governments have to create the conditions in which it would become available. Why was co-operation of the people lacking under foreign rule. The common man at that time, it has been said, had no trust in a Government which undertook few welfare activities, which did not shield him from the harassment of the police man or tax official, and which concerned itself only with law and order and not with the happiness of the people. We have to learn from this and avoid the pitfalls. Firstly we have to ensure that the administration is made efficient before the Third Plan gets into its stride. People who feel that their needs are not promptly attended to, people whose petitions are not quickly responded to, who feel that public servants have not become welfare officers will not willingly extend their co-operation. Not only have measures to be taken on an all-India basis but the public must be made aware of the measures taken and the purpose for which they are taken. So more firm measures, than have been taken already are necessary in the matter. At present both the Central Government and the State Government are taking piecemeal measures. These are not enough. As suggested in these columns a independent campaign to promote administrative efficiency has to be set in motion. Secondly the Government must tell the people the good things they have done so far. Mere press releases or handouts may not suffice in the matter. In a country where more than seventy per cent of the people are illiterate oral publicity has to be resorted to inform the people. Oral publicity consists in talks and speeches by people who are well posted with information about Government achievements. Under the National War Front during the last war a scheme of Voluntary speakers was tried with remarkable effect. A similar measure can be tried now. Thirdly close contact by the officials with the public has to be promoted. All told by measures such as these the Government have to earn the co-operation of the people.

Adult Education

News comes from Maharashtra as to how adult literacy was promoted in a village through dedicated leadership. The name of the village is Lahsurne. The primary school teachers there were trying to impart literacy to adult illiterates for a number of years. They were not however successful. The teachers got Rs. 4 for each adult made literate and village people thought that the teachers were working for the sake of money. They were not therefore very enthusiastic. In June 1960 the District Inspector and his colleagues hit upon a plan to eradicate illiteracy. A mass meeting was convened at the local village temple and there the teachers led by their headmaster announced that they would contribute to the Village Development Fund the remuneration they got for making adults literate, provided the people took the vow that they would devote themselves whole-heartedly to the learning of the three R's in the next three months. The people took the vow and tremendous enthusiasm was unleashed in the matter.

Fifteen adult education centres were opened for all the 409 adults in the village. And a local educational committee was formed and a big drive started. The result was almost phenomenal. In three months every adult in the village became literate. This is no doubt a lead worthy of emulation, by other parts of India. One of the safest way of ensuring the success of democracy is to eradicate illiteracy. Jefferson, the noted U.S.A. President observed "If the end of Government is the happiness of the mass of citizens in the broadest sense, if the ultimate purpose of the state is to make possible for the individual abundant life which sets spiritual above material values then education for all in the highest degree to which each is capable of assimilating it is surely an essential means to an end. No other sure foundation can be devised for the preservation of freedom and happiness."

Forest Consciousness

Mr. S. K. Patil urged that people should develop forest consciousness. This is very important for the conservation of our forest wealth which is one of our most precious national assets. In our country the proportion of forest area to the total area is considered to be below the minimum, the minimum being 25%. Here the proportion is only round about 21%. Even then denudation of our forests is not an uncommon thing. The ordinary man looks upon forests as something to be exploited by him. No doubt exploitation is legitimate up to a limit, but the point is that the exploited wealth has to be replaced. It is just like drawing money from a bank account. The withdrawals have to be replaced as otherwise the balance in the bank account would become nil. This is not realised by the ordinary run of people. They need to be educated in this matter. At present little is being done by the State Forest departments in the matter. It is up to them to create forest consciousness in a number of ways. Small simple illustrated pamphlets can be brought out through the Information departments and widely distributed. These should be distributed to schools also. Again special steps are necessary to educate those living adjacent to forest areas. Forest fires are very common and these have been responsible to some extent for impoverishing our forests. People living near forest areas have to be educated as to the means of preventing forest fires and how they should be combated when they have broken out. Here also State Information departments can do a lot with the co-operation of the Forest departments. At present such constructive aspects of publicity work are not given much attention. It is possible to suggest in this connection that publicity advisory committees may be constituted where they do not exist. These committees may be, got manned by experts as well as representatives of the people. The committee could pool experience and assist the publicity activities of the Government in a most useful manner.

Nationalisation of Text-books

The Vice-Chancellor of the Madras University declared with reference to the nationalisation of text-books that nothing was more calculated to lower

the standard of education than the handing over of what should be a competitive enterprise to the Government. Even the best government would not let go the opportunity to indoctrinate students with its own pet ideas. He stressed that the duty of the State lay in granting large subsidies which would help in making available to students the books they required. It was through such subsidies he said that it had become possible for some countries to offer nicely got up books to Indian students at comparatively cheap prices. These words need underlining. Socialism does not consist in government doing everything. Even in many democratic countries socialism is practised by the Government doing things which people themselves cannot do and helping people to do things which they could do better and at less cost. New Zealand is a classic example. In the United States the Government gives liberal encouragement to private agencies engaged in work of national importance. For instance in the field of public administration private agencies are doing tremendous work and most of them are liberally helped by the Government. In fact private agencies do better with less cost. As against this, public administration is considered, in this country as the exclusive province of the Government. Of course there is little scope of private initiative in this field unless people are ready to take financial risks and venture out with a dedicated outlook. Such instances are few and far between, but even those who have done that have received little encouragement from the Government. The policy of the Government in this regard needs rethinking. No country has achieved a high standard of well being with Governmental efforts alone. Where private efforts will do better and more economically they have to be encouraged. If they are not encouraged, perhaps they may fall off after sometime depriving the country of the benefits of their useful activities.

Road Accidents

Mr K. L. Kelly, Secretary-General of the Automobile Association of Great Britain, yesterday said the progress of a country depended largely on the development of road transport. Speaking at a luncheon meeting of the Madras Rotary Club at Hotel Connemara Mr. Kelly said the growing number of automobiles used for transport also created the social problem of accidents. This, he said, should be minimised and pointed out that in America the Automobile Association had organised research work in this respect. The automobile organisation in Australia had established a chair in traffic engineering in the University of New South Wales, while in England the Association had set up a road injuries research group. Mr. Kelly said the World Tourist and Automobile Association in Britain had made international touring a very simple affair. It was their endeavour to make it as simple as possible so that the people of the different countries could visit one another for the good of the world. The more international touring was encouraged the better it would be for the future of the world. This fact is beyond doubt but what causes grave concern to the ordinary citizen is the distressing frequency with which road accidents take place now. More

people it is said are killed through road accidents than by murder. This problem, is bad both in urban areas as well as in the country side. Motor lorries plying at breakneck speed through country roads cause more accidents. The Vice-Chancellor of the Madras University sometime ago suggested that lorry drivers should be asked to report to all the police stations on their way as a precaution against overspeed. The Kerala Government has appointed a committee to go into the matter. Firm action is called for in all the states.

Rotation of I. A. S. Officers

According to a Press report, the Union Home Ministry has drawn the attention of the Central Ministries to the need to revert I.A.S. Officers from the Centre to the States after the required periods. This has to be welcomed in the interest of efficiency in the States. At present I.A.S. officers migrate to the Centre and stick on there as long as possible. With the advent of independence the centre of administrative gravity seems to have shifted from the States to the Centre. Careerism is abroad and Civil servants have a tendency to prefer New Delhi with its better prospects for official advancement to the humdrum state capitals with all its currents and cross currents of local politics. The result is that the State administrations have become starved. If therefore officers who have gone to the Centre on deputation returns after their period then there is likely to be every chance of the states being enabled to have the services of more experienced men. To that extent administrative efficiency in the states will stand to gain. The success of a federal or unitary type of Government is conditional upon the efficiency of the component states. The strength of the chain depends upon the links. The efficiency of State administration is therefore a matter of vital importance. Again the well being of the vast mass of people cannot be achieved unless the State Governments are efficient. The State Governments deal with the people direct. The people's response and co-operation depends primarily on the efficiency of State Administration. For the latter the Federal Government or the Central Government as the case may be ought to be responsible. They have to ensure that good standards of administration are maintained in the states. To this end they have to provide technical advice and guidance. It is a misconception to contend that the Central Government is concerned only with the efficiency of their departments and that it would be an infringement of State autonomy to do anything to promote the efficiency in States. No doubt it will be an infringement of State autonomy if the Centre interferes in the internal affairs. On the other hand it is their legitimate duty to see that the State is helped to maintain its efficiency. It is doubtful if there is sufficient appreciation of this aspect of the matter.

Boards, Boards and Boards

Since independence there is a tendency on the part of Governments to constitute Boards for anything and everything. Sometime back a State Government appointed an Irrigation Board to expedite the execution of

irrigation works. Now in another State a Milk Board has been established, also District Medical Boards. Multiplication of Boards in addition to regular departments of the Government makes administration more unwieldy and lends point to the charge that with increase in the dimensions of bureaucracy administration is quickly losing its efficiency. Parkinson's law is becoming as immutable as the laws of Medes or of the Persians. A Board is good where Government needs highly technical advice. Then the Board provides a forum for pooling experience and knowledge. Again where policy formulation is necessary a Board can function well. Where judgments on issues affecting public or private rights are concerned a Board may prove helpful. If different interests are to be brought together then the Board comes in handy. In most other cases a Board is a remedy worse than the disease. Says Hamilton "Boards partake of the inconvenience of larger assemblies. Their decisions are slower, their energy less and their responsibility diffused." Again decisions of a Board is generally based upon compromise of different interests and compromise may not always be rational or consistent with public interests. Selfish interests may compromise against public interests. The Board also gives scope for a good deal of party politics. Even in cases where technical advice is needed it is better to constitute a panel of experts rather than a Board. If it is a matter of administration it is better to have a single person rather than a Board unless it be that the jurisdiction is wide and complex and complicated questions will have to be tackled. In public administration it is essential to see when new tasks have arisen if these cannot be assigned to existing departments.

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There has been a steady rise in the number of Indians employed at higher levels. Indians in the salary group between Rs. 1,000 to Rs. 2,000 have increased from Rs. 5,575 to 7,907 between 1958 and 1961. The higher and later figure forms as much as 88.9 per cent of the total employed in that category. As the economy of the country progresses, the existing lacuna is likely to be set right. Things, of course, cannot be done overnight. Training schemes are under way and in due course of time it is expected the necessity to import highly qualified people from abroad would cease to be serious.

Industry and Agriculture

How they are mutually helpful

NATHANIEL KNOWLES

Industry and agriculture in the United States are closely allied. An illustration of the contribution of industry to agricultural advancement is the story of the development of Hybrid maize. In the 1920s, farmers made a country-wide appeal that their yield of maize was too low—about 20 bushels an acre—for the great amount of labor required to obtain back-breaking, profitless results. The farmers' appeal started a chain reaction. The public sector research centres in America developed a new seed. The private sector seed producers joined with seed improvement associations to get the seed down to the farmer. The important public sector county extension agent demonstrated planting of the new seed for farmers throughout the country. The private sector fertilizer salesmen actually got down on the farm and showed how their product could help in increasing the yield of hybrid maize. Today, the average national yield of maize is 51.7 bushels an acre, and in some sections of the country individual farms are producing up to 100 bushels an acre. This growth depended on the interplay of industry and the willingness of the farmer to put new techniques and knowledge to work. A healthy industry is in the best interests of agriculture, because industrial workers employed at fair wages buy many farm products. Similarly, when their incomes are favourable, farmers are big buyers of the manufactured goods and services made available by non-farmers.

Wider use of farm machinery has increased the size of individual farms, and machinery reduces per-unit production costs on farms. Tractors have become the prime source of power. The widespread extension of electric power into rural areas—50 per cent of American farms are now electrified—has stimulated use of milling machines, feed grinders, conveyors, brooders, and other electrically operated devices. Service industries have grown up in America to maintain farm machinery. Other industries manufacture and maintain hand and power tools used by the farmer. During the last thirty years the American farmer has trebled his farm output. In 1930 there were barely a million tractors on the American farm. In 1958 this figure multiplied three times—nearly three million tractors supplied by industry. Other branches of industry besides the farm machinery industry have benefited from agriculture, such as chemical industry, food processing industry. In turn, industry is servicing agriculture through research, creation of better machines, and newer products. As a U.S. Secretary of Agriculture, Ezra Taft Benson, pointed out sometime ago: "... if agricultural research has contributed greatly to industry and to the national welfare, also has industrial research contributed immensely to agriculture. Industry, in fact, ranks first in agricultural research".

Benefits of Research

Machinery, is only one phase of the advance in farming efficiency that has taken place in the last 100 years. This period of rapid development coincides with the history of research begun by the U.S. Department of Agriculture in 1862. The Department's research activities have been backed up by work of the agricultural experiment stations, colleges, and universities, industrial firms, private research organizations, and individuals. This public sector agricultural research has benefited other countries of the world as well as the United States. Research has made possible increased exports of U.S. food and fiber and all important know-how to other countries. Research also has been the basis for much of the technical assistance the United States has provided farmers in other countries. In India a large part of the U.S. assistance program totalling 1.7 billion dollars has been for agricultural development.

Special studies have revealed ways to make soils more productive. In the past 20 years, U.S. farmers have almost tripled their use of chemical fertilizers. The role of minor plant nutrients—zinc, cobalt, copper, and other—is becoming more generally understood. More is being learned about the use of crop rotation, legumes, and green manures in maintaining soil fertility. Research has shown how to control soil erosion through contour planting, strip cropping, terracing, and cover-crop planting. Research has utilized many scientific tests, the latest of which is the atom. Outstanding new plant varieties have been developed through research. Hybrid corn has boosted corn yields about 25 per cent. Cotton hybrids have produced fiber strength 50 to 75 per cent stronger than other varieties. In a constant search for improved genetic characteristics, U.S. breeders use thousands of foreign seeds and plants, many from India. Pesticides of great effectiveness have been developed. Among these is DDT—A major weapon in the war against insects. Wood killers, such as 23-D, are used on over 35 million acres of U.S. farmland. And Malaria eradication programs—particularly in India with American aid—have given new life to the farming force of the country. Breeding, feeding, and management of dairy cattle and poultry have progressed. Desirable characteristics of Indian cattle have been blended into American animals. Milk production per cow has climbed to an annual rate of 6,000 pounds a year. Egg production of chickens per layer is close to 200 eggs. There has been rapid expansion of broiler chicken production. Improved technology has enabled farmers to grow more food and fiber with less labor. People on the farms provide all the foods and fibers for crores of people in the United States plus exports to other countries.

Co-operatives

Farmers in the United States meet many of their needs through co-operatives. It is estimated that over 60 per cent of all farmers in the United States obtain through co-operatives at least one service essential to

their farming operations. Many farmers are members of several co-operatives so memberships rise to a very large number. The scope to farmer co-operatives is illustrated by the following types of co-operatives and the number of individual farmers memberships of participants. Marketing associations, 6,316 associations, 4,212,890 memberships; farm supply, 3,344—3,322,360; national farm loan associations, 1,064—362,582; production credit associations, 498—477,063; banks and co-operatives, 13—3, 157,425; rural electric co-operatives, 905—4,109,636 rural health co-operatives, 17—179,694; mutual fire insurance companies, 9,374—137,880; dairy herd improvement associations, 1,700—41,638; dairy-cattle artificial breeding associations, 56—480,000. Varied as they are, those co-operatives do have one strong thread in common: the farmers themselves organize, own, operate and control them and run the businesses themselves according to the same free, democratic processes inherent in political and economic life in the United States.

The National Farm Chemurgic Council, founded in 1935, was one of the first concerted efforts of industry to find new uses that would reduce the problem of mounting farm surpluses. The council made up of a group of influential farm, industry, scientific and government leaders, concerned itself with finding and promoting industrial uses for such things as soybeans, peanuts, and other farm products. Its great success caused the council to broaden its scope to include all aspects of agricultural study—"from the test tube to the consumer's palate." Its name in 1955 was changed to Council for Agricultural and Chemurgic Research. Industries that have farm research programs are extremely varied. Among them are petroleum companies; members of the food, feed and farm machinery industries; chemical, pharmaceutical, and oil producing companies. Agricultural research activities conducted by U.S. industries contribute to the advancement of farm production. In the chemurgic field alone the council for agricultural and chemurgic research has over 50 member corporations.

Publicity

When an industry develops a new product, a new use for an agricultural by-product, or a new practice, and it has been tested and approved by a federal or state experiment station, the company then faces with getting information concerning the product or practice to farmers and persuading them it would be to their advantage to accept it. In addition to advertising departments, almost all industries have public relations departments whose function is to transmit news of their products and activities to the public. The major sources used by public relations staff in getting agricultural information to U.S. farmers are: farm magazines, newspapers, radio and television, veterinarians, neighbours and relatives, county agricultural agents and other extension workers; feed, produce and machinery dealers; farm organization meetings, 4-H club programs, soil conservation service districts,

(Continued on page 3)

Office Procedure

(UNICORN)

Whenever anything is delayed in a public office the tendency of the layman is to place the delay at the door of procedure. He often forgets the fact that procedure is indispensable in any office or for that matter in any human transaction. Procedure has been described as the medium through which people accomplish things. Procedure by itself cannot cause delay; delay is caused by the person or persons who operate the procedure. In the nature of work in a Government office it is essential that everything should be regulated by procedure. Public Administration is public and deals with the public. Hence procedure cannot be dispensed with. A tendency is sometimes noticeable to compare the work in a Government office with that of a commercial firm and conclude that because in the latter office elaborate procedure is not followed there is less delay. This comparison is irrelevant since it overlooks the vital difference between correspondence in a business firm and in a Government office. The bulk of correspondence in a business firm is of a very simple nature and there is little need for studying previous papers or examining the facts of a case with reference to Acts or Rules. Even if a difficult communication is received in a business house the final decision can be taken by the top person promptly on the spot because he generally possesses a wide measure of discretion and there is no need for him to refer the matter to anybody or take orders from anybody. Again no third party interests are involved in transactions in a business firm. The general public are not interested and public interest will not be affected whatever be the decision taken by a firm. As against this the work in a Government office is very complicated. Sir Charles Tottenham observed "Again when we contrast the official ploughing laboriously through his ponderous and innumerable files with the businessman taking letter after letter as it comes in and dictating replies unencumbered by precedents, office notes and put up papers we must not forget the greater complexity and variety of the subjects with which the official has to deal with and the great importance that attaches in his case to continuity and uniformity of procedure. The businessman is of necessity an expert in his own subject to a degree to which the ordinary official cannot be an expert in the multiplicity of subjects with which he deals and where as the businessman has to look mainly to the ephemeral circumstances of the individual case with which he is dealing the official has to look before and after and to refer to general principles. He is moreover obliged to consider the bearing of the problem before him on laws and rules by which the possibilities of action are circumscribed". Having referred to the inevitability of procedure in a public office we may now turn to examine in some detail the main objectives of office procedure. The general objectives of office procedure are : 1. To have a record of all

the papers received in an office, 2. To have minimum scriptory work, and . To trace all backpapers whenever necessary. These objectives may be discussed in this context.

Office Procedure—objectives discussed

It is common place that all offices should have a record of the papers received there. This is an elementary necessity. This is the foundation. Without such a record it will not be possible for any office to proceed with the work. Normally papers received in an office are looked into by the head of the office and if he is a camping officer by the Ministerial head of the office. Mere looking into is not enough. One has to go through the papers carefully make notes thereon for the guidance of the subordinates, indicate lines of action where necessary, and draft replies straightaway where such replies are possible. The thoroughness with which the papers received are looked into has a quickening effect on the efficiency of the entire staff. It contributes to make the work of the subordinates easy; it enables the head of the office or the Ministerial head to keep in touch with the stream of correspondence in his office. It also prevents the subordinates from mislaying the papers or pleading their non-receipt later to avoid trouble. Study of the papers received and their registration is thus a matter of fundamental importance. Because this is not properly done now we come across instances of being told that the papers have not been received or that the papers are not traceable. One gets often annoyed when such replies are received from a public office. This tends to create a poor opinion in the mind of the ordinary citizen about efficiency in a Government office. He never gets such replies from a business house and therefore thinks that private firms are more efficient than public offices. It is common experience since independence to be told of non-receipt or non-traceability of papers. Despite the fact that such a state of affairs provides fuel for public discontent very little attention has been paid to improve matters.

Scriptory Work

The next point is about scriptory work. The voluminous noting in public office is a legacy from the East India Company. It is an evidence of the commercial origin of the British rule in India. The East India Company belonged to foreign traders who were doing their business in a strange land. The Directors were seven thousand miles away. Insistence was therefore laid that everything should be put in writing and with all details so as to make it susceptible to official check later. Writers from the 18th century downwards have commented pungently on the elaborate noting in public offices. This noting system has well nigh become intolerable since independence. Now even small matters are elaborately noted upon involving waste of time of subordinates and stationery of the Government. Two or three circumstances have contributed to this position. One is the tendency to increase work making it possible for more hands to be employed. It is the very nature of bureaucracy to expand itself. Secondly officers generally

speaking have as their motto "Safety First". They don't want to take responsibility. In the event of some trouble they want others to share their responsibility. If an elaborate system of noting is insisted on they can blame on their subordinates if anything wrong has been done. Elaborate noting as everybody knows is a time consuming affair. Much of the delays in public offices can be minimised if noting is reduced to a minimum. It is possible for Government to enforce this by encouraging officers to take responsibility.

Previous Papers

Thirdly the point relating to tracing back or previous papers. Government deals with the entire community and it cannot adopt one standard for one section and another standard for another section of people. They have to look into rules and regulations and more than these to precedents. This postulates the necessity for maintaining old records in a careful manner. The soundness of a system of maintaining records consists in being able to spot out a record without loss of time. At present it is not unusual for public offices to ask for parties to produce their copy of a record. There are even instances of recent orders issued by an office being not available with them and asking the party concerned to produce them. This betrays a sorry state of affairs in regard to the maintenance of records. Oftentimes it may also be due to the laziness of persons concerned to trace the records. Whatever that be the practice of asking private parties to produce copies of orders issued to them should never to be resorted to as a normal procedure. Nothing will prejudice public mind against an office so much as this. It argues grave remissness on the part of public service personnel. If such a thing is done by a member of a business house then it is not unlikely that he will be given short shrift.

Certain safeguards against pitfalls such as those indicated above may be briefly indicated. Firstly subordinate personnel must have a thorough grounding in office procedure. This grounding may be imparted not only through books and manuals but evening classes or classes on holidays by senior officers or retired men who may be available locally. "The manuals are my bible" said a British Civilian and this shows the importance he attached to the study of manuals. Now let alone Civil servants the ordinary office hand has a revulsion for manuals. Secondly there must be good supervision inside the office. Only knowledgeable people who have a good grasp of rules and procedure should be appointed to supervisory capacity. They have to provide a constructive guidance to their subordinates and help them to do their work properly. They should not think that their duty is only to crack the whip. Thirdly there should be frequent inspections. Inspections are not mere humdrum annual affairs. They do not merely consist in listing the number of papers in which action was not taken or the number in which wrong action was taken. The main objective of office inspection is to assess

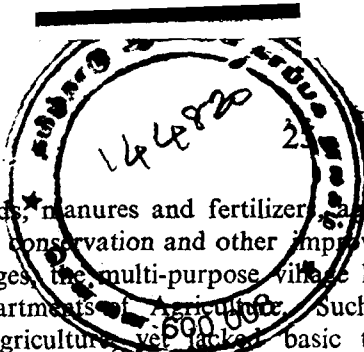
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Training of Gramsevaks and Gramsevikas

DR. J.C. RAMCHANDANI

Since independence India, as a Welfare State, has been facing one of the world's most difficult human problems to raise the standard of living of the 80% population living in villages. It is a tremendous task to create among 60 million families living in villages "a burning desire to change their old-time outlook and arouse enthusiasm in them for new knowledge and new ways of life", to create in them a burning desire for a higher standard of living, "a will to live better." It is true that even before attainment of independence, the problem of agricultural production and rural welfare received some attention of the then administration. But the approach adopted and efforts made in this direction did not produce required results as Development Departments concerned with welfare of rural communities worked in water-tight and isolated compartments without knowing what the other one was doing for the villager. The resources of these departments were so meagre that they only reached a very insignificant fraction of the farming community with the result that socio-economic condition of village people improved to a very insignificant extent. A big gulf was created in the educational and economic levels of rural and urban society. This state of affairs under which the rural community suffered could no longer be tolerated by the National Government and they immediately undertook a revolutionary measure to revitalise the weaker foundations of the rural society by introducing in this country a big programme of Community Development. The basic idea under this movement was to bring about intensive development aiming at reaching every family in the countryside and securing co-ordinated development of rural life as a whole. It was not a new concept initiated, many efforts had already been made in the past by official and non-official organisations aiming at rural reconstruction. It differed from earlier efforts in the respect that it covered all aspects of rural life because no lasting results in village uplift can be secured if its different segments are dealt with in isolation. As a matter of fact, this programme was based on the experiences gained in the past in this country and, to some extent, the experiences of other countries in administering such a programme for rural welfare.

It would be seen therefore, that the latter experiments in rural reconstruction aimed at better co-ordination and integrated approach to the village problems. In early 1952, 15 pilot projects were set up with financial assistance from the Ford Foundation and under the supervision of the Ministry of Food and Agriculture. Each project comprised 100 villages with a population of nearly 60,000 people. The multi-purpose village level worker looked after a group of 6-8 villages and encouraged adoption of improved agricultural practices through the use of extension methods. Emphasis in this programme was laid on integrated agricultural development advocating full use of



improved seeds, manures and fertilizers, agricultural implements, irrigation, soil and water conservation and other improved practices in agriculture. In the initial stages, the multi-purpose village level workers were mostly drawn from the Departments of Agriculture. Such functionaries though had some training in agricultural work, lacked basic training in extension education methods and general extension work. In order to provide the requisite type of training to such a category of multi-purpose workers, simultaneously 5 extension training centres were started in various States by the Ministry of Food and Agriculture with the assistance of the Ford Foundation.

The success of these pilot projects and earlier experiments in rural development led to formulation of Community Development programme referred to above. In October 1952, Community Development programme was started in India in 55 selected projects, spread all over the country. The experience gained in this programme and success attained in a short period necessitated its rapid expansion to other areas so that each family living in the countryside could have the benefits available under the Community Development programme. With this object in view, in 1953, the programme of National Extension Service was introduced in the country and it was later planned to cover the entire country with the National Extension Service blocks by October, 1963. It is for this programme that the Directorate of Extension and Training started the programme for pre-service training of nearly 50,000 gramsevak needed to man 5,000 blocks by which the entire country is expected to be covered.

Pre-service Training of Gramsevak

It is needless to emphasize the need for setting up special type of training institutions for the pre-service training of gramsevak required to man the community development blocks. In order to attain desirable success in agricultural and community development work through the agency of multi-purpose extension workers at the village level, it seems desirable that they should be imparted a special type of training which could make them competent to communicate the results of proven research to villagers and induce them to adopt improved practices in order to raise their standards of living. The pre-service training programme in the beginning was started at only 5 centres, the number of which was later raised to 43. They imparted six months training in subjects like agriculture, animal husbandry, public health, co-operation, social education and extension methods. Experience soon indicated that this period was too inadequate and the training of such front-line workers needed a considerable strengthening in agricultural sciences. With this consideration, basic agricultural schools were set up in the country in 1953-54 and the training period of gramsevak was raised to 1½ years, i.e., one year's training in basic agriculture at schools followed by six months training in extension methods and the other related subjects such as co-operation, public health, panchayat, etc., at the extension training centres.

As these training institutions were engaged in preparing the workers who would directly work with the villagers, due importance was always given

to keep them in tune with prevailing field conditions and necessary changes in its content and methodology of instruction were incorporated from time to time. The programme was also studied by many expert committees which recommended appropriate changes conducive to good field work. This pattern of training continued till the end of the year 1958, when the National Development Council decided the staggering of allotment of blocks and to cover the entire country with National Extension Service blocks by October 1953 instead of by the end of the Second Five-Year Plan. At this time, COPP Study Team on Community Projects recommended that the training period for Gramsevak should be extended to two years. In the light of past experiences and recommendations of COPP, the entire training programme was modified and two year integrated training introduced, instead of having separately one year's training in basic agriculture and further six months training in extension at separate institutions. The training course of the village level workers was intensified. Greater stress was given on agriculture and allied subjects with which the V. L. Ws. were more concerned in the field. The new training provided an opportunity to the village level worker to study the subjects of agriculture, agricultural engineering, horticulture, plant protection, animal husbandry, public health, co-operation, panchayat, social education, general extension and extension training methods, minor engineering works and rural industries. The training institutions were strengthened in the abovementioned areas in order to provide field related training to the trainees. In this way, 100 extension training centres were set up to impart an integrated type of training to the village level workers. The total number of trained village level workers upto date is 42,794 while 9,027 village level workers are under training at various extension training centres.

Significant changes in the farm and home cannot be brought about if there is no organisation to educate the village women who play a very prominent role in rural economy. Soon after the inception of Community Development programme, it was felt that there must also be a woman worker comparable to V. L. W. at the village level who could look after the programme covering all aspects of home life, nutrition, housing, clothing, pre-natal and infant care, child care, health and sanitation and agriculture, etc. To accomplish this goal, the programme of Gramsevik training was started in 1954 by the Ministry of Food and Agriculture, Government of India. Twentynine home science wings were established at the campus of selected extension training centres with an approach that facilities of extension training centre like staff and equipment could be available for the training of gramsevikas. At present, there are 43 home science wings which are functioning in various regions of the country. It is proposed to start 26 more home science wings during the Third Plan, thus raising the number to 69. So far, 3320 gramsevikas have been trained and 1,055 are under training. The role of agricultural implements in the production programme has fully been recognised. The tempo of agricultural production could be accelerated to a great extent if somehow or the other the extension workers

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were able to convince the farmer to adopt improved implements in farming practices. It was, therefore, considered essential that the training in agricultural implements should be imparted to gramsevakas as well as to village artisans in their repair and maintenance. 25 workshop wings have been attached to the Extension Training Centres for the purpose and it is proposed to increase their number to 50 during the Third Plan. 1155 village artisans have so far been trained and 270 are under training in various workshop wings.

Training of Principals and Instructors

Extension is a continuous process designed to make the rural people aware of their problems and communicating to them ways and means by which they can solve it. It involves not only education of the rural people in determining their problems and methods of solving them but also inspiring them towards positive action in doing so. It is, therefore, of the highest importance that instructors engaged in teaching programme at the extension training institutions may have a sound knowledge of the process of communication and methods of extension to make their teaching most successful and practical. The quality of training imparted at the extension training centres largely depends upon the calibre and competence of the teachers who are responsible for carrying out the instructions in various subject-matter fields. It has been the experience that though the instructors have a good subject matter knowledge yet they lack teaching experience and know-how on latest communication processes. To overcome this defect, the Directorate organised 10 short seminars in 1959 at the Agricultural College, Osmania University, Hyderabad for all Principals and Instructors of training institutions totalling nearly a thousand by a team of experts in Extension Education both from India and abroad.

This effort has been followed by establishing an Extension Education Institute where three months' intensive training in Extension methods is being given. At this Institute, Instructors and Principals of the training institutions have an opportunity to study during their course of training the process of extension education and its role in rural development, extension programme planning, extension teaching and communication methods, sociological aspects of rural development, rural economics and farm planning, home science and rural youth extension. So far 151 instructors have been trained and 32 are under training. During this year, two more Extension Education Institutes at the Osmania University of Hyderabad and Agriculture Institute, Anand would start functioning. These Institutes would take up specialised higher courses of M. S. in Extension and Ph. D. besides regular three months training in Extension Education and Communication Methods.

Refresher Courses

In this age of science and technology, there is a fast-moving change at every front. If Extension Officers and instructors who are responsible for

providing direction in Community Development programme, have to keep pace with the changing field conditions, they need regular subject matter refresher training in agriculture, animal husbandry and allied fields. The Directorate of Extension has undertaken an ambitious programme of organising such refresher training at selected Agricultural and Veterinary Colleges and at other specialised institutions. Every year 40 courses of one month duration each are organised under this programme. So far, nearly 2,000 instructors and Extension Officers have received training in subject matter fields. In the Third Plan, 200 courses would be organised and 6,000 more Extension Officers and instructors will receive training under this arrangement. The effectiveness of the front-line workers like gramsevakas and gramsevikas can only be maintained if they have sufficient opportunities to grow up professionally through a continued process of inservice training. The Directorate of Extension has, therefore, undertaken an extensive programme of refresher training for those village level workers who have been in the field for three to five years. During the Second Plan, 20 extension training centres were proposed to start this programme. So far 13 such centres, with a capacity of training 30 trainees in a batch, have been started. It is hoped that by the end of the first year of the Third Plan, the rest of the centres would also start functioning. In the Third Plan, 4 additional centres have been planned. After 1963 when some of the extension training centres would have become surplus from the pre-service training programme of village level workers, they would be utilised for all types of in-service training programme including refresher training of village level workers. So far 1,683 gramsevakas have been trained. It is expected that during the Third Plan nearly 34,000 gramsevakas would undergo in service training. On similar lines, refresher training of gramsevikas has also been provided in the Third Plan at selected Home Science Wings. It is proposed to organise 110 such courses for training of 3,300 gramsevikas. Agricultural and Veterinary Colleges did not maintain a close touch with the field in the past with the result that the agricultural and veterinary graduates who were entrusted with the responsibility of field work under the Community Development programme lacked skills required of a good extension worker. In order to make the agricultural graduate more useful for the extension programme, Extension Departments have been established in selected Agricultural and Veterinary Colleges. Each Agricultural College to which an Extension Wing is attached has also an advantage of having a block available to it which serves as its laboratory for the field work. In view of satisfactory work done by these departments in making available useful experiences to the undergraduates, the Indo-American Team has recommended that Extension Departments be extended to other Agricultural and Veterinary Colleges. So far 8 Extension Wings have been established and during the Third Plan 23 additional wings would be started in Agricultural and Veterinary Colleges. Similarly, two extension wings in Home Science Colleges would also be established during the Third Plan, to train the undergraduates in Home Science.

Training of Gramsevak and Gramsevikas in Youth Activities

Community Development programme has so far brought into its fold only the practising farmers and adult villagers. Much emphasis has not been given to the growth of the young rural boys and girls who if properly initiated and inspired can materially add to the tempo of the programme. Young people of today are the future adults of tomorrow and they would take up the responsibilities in various social, economic and political fields. There must be some arrangement that these young persons get an opportunity to take scientific training in the profession which they would like to pursue during their future career. Gramsevak and Gramsevikas who are so close to the villagers and their organisations, are charged with a direct responsibility to work for promotion of such associations. Keeping this objective in consideration, it was decided that the gramsevak and gramsevikas be provided an appropriate type of training in youth work. To achieve this object, a suitable syllabus has been added to the gramsevak and gramsevikas syllabus so that they may have necessary knowledge in relation to this important programme. In order that the gramsevak and gramsevikas trainees may have practical experience in youth work, a scheme to organise 10 pilot youth clubs including mahila mandals around each extension training centre has been adopted by this Directorate. It is proposed to organise a total number of 1,000 clubs out of which nearly 700 clubs with a membership of nearly 12,000 have already been organised. The club members are provided suitable guidance by the staff members of the training institutions and the block staff to take up economic, social and recreational programmes in the field of agriculture, animal husbandry, plant protection, bee-keeping, sericulture, recreational activities, sports and games, road repair and construction, drainage and village sanitation, etc. The Directorate has also undertaken a programme of institutional training in relation to the youth programme at the Extension Education Institute, Nilokheri in order to give orientation to the Principals and Instructors of training institutions in this programme. A programme of follow-up activities for those International Farm Youth Exchanges and farm leaders who have been on study tours to USA and Australia has also been undertaken with the view that their services should be utilised for disseminating their experiences to their neighbours and other young men and women in the localities where they reside. The Directorate of Extension was assigned an outstanding task of imparting technical training to all front line workers needed to carry out Community Development and agricultural production programmes at village level.

The above is only a brief account how extension training programme has started in this country and how it has progressed. It may not be understood that everything has been accomplished in this field, we have yet to go a long way. We are always receptive to new ideas which could bring about substantial improvements in quality and content of the training programme and make it most suited to field requirements.

Streamlining District Administration

(G. T. K.)

It is common knowledge that since independence district administration has weakened considerably. It has proved the weakest link in the chain. This has contributed much to prejudice the common man against the efficiency of the general administration. This is natural because the common man forms his opinion about the administration of his country from the way in which the district administration operates. The point of contact between him and the Government is the district administration. The Britishers had realised that district administration was one of the main pillars of their rule in India. Every effort was therefore taken to keep the machinery at the district level as efficient as possible. Senior civil servants functioned as collectors or deputy commissioners. They were given a vast amount of discretion so much so that their rule was personal at the district level. Though they were technically the head of the Revenue department only, they had overall control of the other departments in the district. The Collector was a *ma-bap* in the real sense of the word. This state of affairs received a set back with the constitutional reforms of 1919, when popular Government in the form of dyarchy was introduced. The collectors felt that they could not exercise their authority in the same autonomous manner as they did before. Nevertheless with the support of the reserved half of the Government they held aloft their standard of authority and prestige. Things continued on an even keel the collectors acquitting themselves creditably animated by a sense of mission and a zeal to maintain the high traditions of the Indian Civil Service. But there came something like a crash after independence.

The genesis of this crash is traceable to a number of circumstances. Democracy with its system of party Government had an adverse effect on district administration. It is a historical experience that in all advanced countries the rigidity of the party system loses its substance as one descends to the lower levels of administration. The party system will for instance be very rigid at the national level less so at the State level and lesser so at the district level. The axiomatic truth is that what is wanted at the lower levels is not so much emphasis of the party line as simple honest administration. At the district level the repercussions of the party activities have to be kept at a minimum. In the United Kingdom and in U.S.A. parties functioning at the national level are not identical to the parties functioning at lower levels. Really at lower levels the administration has to become party-less if it is to prove efficient and honest. In our country unfortunately the party system at the national level reaches down to the lowest level in administration. This has proved a basic calamity. Consequently the district head as well as others like him functioning in districts became pawns in the hands of manoeuvring party politicians of the local area. District administration became completely submerged under party politics. Constant interference by M.L.A.s or M.L.C.s became increasingly frequent though voice was raised against such things both in the Press and on the platform. This has had a bad effect on the morale of Civil servants. They lost their enthusiasm and simply

played for their individual security. They felt they could best assure themselves of their personal safety by toeing the line of the local politicians. There are instances of those who failed and paid dearly for their "indiscretion." The large bulk of civil servants took the line of least resistance. Some of them went to the extent of ignoring Government instructions at times counting on the fact that so long as they kept the local politicians in good humour no harm would come to them. In these circumstances talented and capable civil servants preferred to come away from districts and remain in some comfortable places at the headquarters of the state or in any other safe place far from the turmoil. They were generally replaced by men of less experience.

The lack of enthusiasm soon spread from the top to the rank and file. The number of employees in public service increased phenomenally since independence and with the increase in numbers quality came to be diluted. The new entrants whether in the gazetted or non-gazetted ranks were not keen to make up for their lack of experience by hard work or study. They were on the other hand persistent careerists who preoccupied themselves with discovering ways of improving their prospects through ways other than good performance. In a welfare State functioning under democratic auspices the public servants are the servants of the people. The rank and file of public servants at the present day have to be reminded of this fact. It often happens that whatever good a Government may do they may not make an impression on the people if public service personnel do not conduct themselves properly. Observes Schulz "The attitude of the individual towards his Government is determined to a considerable extent by the impression made on him by the administrative personnel with whom he comes into direct contact. An insolent clerk in a post office, an abusive police man or an incompetent factory Inspector may prevent the development and survival of that goodwill and respect which are requisite to proper, co-operation between the Government and the citizen."

This state of affairs is inevitable to a some extent in the early stages of any democracy but its continuance must cause concern to all who are interested in achieving the welfare State through democratic methods. If democratic methods are allowed to fail then the alternative will be totalitarianism. This contingency has always to be borne in mind. It is necessary to restore district administration to its pristine vitality and strength. And this is a matter of fundamental importance because an efficient district administration is a *sine qua non* for the accomplishment of the welfare State goal. The first step needed in this direction is to draft senior civil servants as heads of districts. It should be made a rule that only those with not less than five years as district heads would be eligible for any secretariat job or headship of a department. District experience is the basic element in the repertory of a civil servant. It is the nursery where he could develop the right outlook. It is the place where he has ample opportunities to study the mass mind. It is there that he could cultivate intimate knowledge of rural

problems which would form the raw material for the higher policies of the Government. Such knowledge would stand him in good stead later in his career. European civilians who have had spent the best part of their lives in rural areas were able to rise to dizzy heights through the knowledge they had gained in the countryside. In a land of villages you ought to know the villages inside out if you want to develop into a good administrator. But after independence, it is the fashion among Civil servants to took askance at service in rural areas. This is an unhealthy phenomenon and has to be arrested. The Collector has also to be given a pre-eminent position in the district. He should not be the one among the many but the captain of the district team, the live-wire of the district administration and the driving force behind the entire administrative machinery in the district. His recommendation should be given the necessary weight and in normal cases should not be over-ruled. His official position should be strengthened in such a way as to make him ignore the importunities of local politicians. In one State sometime ago a circular was issued by the Chief Minister asking collectors to ignore the recommendations of party politicians. Similar action needs to be taken in all States.

There should be more frequent inspections of office in districts including the offices of Block Development Officers. Surprise inspections by the Collector should be resorted to more frequently. This is very essential. Administrative delays have become rampant in districts more than in State headquarters. There can be little justification for delays in offices in districts because disposal of papers does not involve questions of high finance or wider national issues. Payment of bills need not take months, settlement of claims need only days. Petitions asking for some agricultural or industrial concessions need not be held up for weeks together. But now very simple things take months in the offices of collectors as well as in subordinate offices. This is inexcusable. Oftentimes one is tempted to have the impression that neither collectors nor heads of offices in districts are in touch with the stream of work in their offices. They seem to be leaving everything into the hands of their ministerial assistants. This is why often even half a dozen reminders do not elicit a reply from an office and even when the matter is taken to the notice of the Collector or the head of the office little benefit results. There have been instances that even when specific cases were brought to the notice of the Government, and when they had directed immediate action, little weight was attached to such directions and no efforts were taken to speed up things at least for fear of disciplinary action. This betrays a deep seated malady. In this context one is reminded of what a writer said recently that what our country is suffering from is not mal-administration or mis-government but non-administration. Referring to the French Revolution it has been said that everything went by the board under the stress of the revolution except the administration. This underlines the importance of solid administration and it is needed now as much for the well being of the people as for providing a bulwark against external threats.

Plan Making in India

How the Planning Commission Works

The Constitution of India sets forth the following directive principles of State Policy :

“ The State shall try to promote the welfare of the people by securing and protecting as effectively as it may, a social order in which justice, social, economic and political, shall inform all the institutions of the national life.” Further : “ The State shall in particular direct its policy towards securing (a) that the citizens, men and women, equally have the right to an adequate means of livelihood; (b) that the ownership and control of the material resources of the community are so distributed as best to subserve the common good ; and (c) that the operation of the economic system does not result in the concentration of wealth and means of production to the common detriment.” In pursuance of these directive principles the Planning Commission was set up in March 1950 by a Resolution of the Government of India.

The task of assessing the resources of the country, the investigation of the possibilities of augmenting such resources as are found to be deficient, the formulation of a plan for the most effective and balanced utilisation of the country's resources and the definition of the stages in which the Plan should be carried out proposing the allocation of resources for the due completion of each stage, has been entrusted to the Planning Commission under that Resolution. The Commission is also required to indicate the factors which tend to retard economic development, determine the conditions which should be established for successful execution of the plan, determine the nature of the machinery which will be necessary for securing the successful implementation of each stage of the plan and appraise from time to time the progress achieved in the execution of each stage and recommend the adjustments of policy and measures that such appraisal may show to be necessary. From its inception the Prime Minister has been the Chairman of the Commission, attending the more important meetings. The day-to-day work of the Commission is looked after by the Deputy Chairman, who is, at present, also the Minister for Planning, Labour and Employment. The Minister for Finance is the Member-in-charge of Finance and the present Minister for Defence is the Member-in-charge of International Trade and Development. In addition, there are four Members-in-charge of Natural Resources, Agriculture, Industry and Trade, Social Services and Scientific Research. The Honorary Statistical Adviser to the Cabinet is also a *de facto* Member of the Planning Commission, in charge of Perspective Planning and Statistics and Surveys. The Commission has a collective responsibility. All important questions involving policy are generally considered by the Commission as a whole. Close co-ordination with Central Ministries is secured by having important

economic proposals from the Central Ministries considered by the Commission before they are taken up by the Cabinet. Members of the Commission also attend meetings of the Cabinet and its sub-committees whenever required. The Cabinet Secretary is also the Secretary of the Commission, thus further securing close co-ordination between the work of the Commission and the various administrative organs of Government. But as this and other duties of Secretary are onerous, there is an Additional Secretary who looks after the day-to-day work of the Planning Commission.

National Development Council

The National Development Council, includes, besides the Prime Minister and the Members of the Planning Commission, the Chief Ministers of States. It is the highest co-ordinating authority in regard to the plans. It reviews the working of the National Plan from time to time, recommends measures for the achievement of the aims and targets set out and discusses important questions of social and economic policy affecting national development. National Plans are presented to Parliament after they are approved by the National Development Council. The Planning Commission keeps a close watch on the progress of the Plan in the States through its team of three Advisers, each in respect of a group of States. The Advisers guide the executive authorities at the State level and bring the difficulties encountered by them to the notice of the Planning Commission and the Ministries concerned. Over 150 technical officers including economists, statisticians, physical scientists, engineers, agriculture experts, doctors or educationists, apart from a few with administrative experience direct the work of the technical Divisions in the Commission. While the Ministries and their technical institutions undertake a large part of detailed technical work bestowing attention to sectoral problems, the technical officers of the Planning Commission, examine the matter from broader aspects. Through close collaboration between these two sets of officers with somewhat different approaches, the formulation of a balanced programme is brought about.

Farming the Plan

The initiative in drawing up the Five-Year Plan generally starts with the Planning Commission, who on the basis of economic and technical studies and in the light of the broad social and economic policies of the Government give some general guide-lines, to working groups. These guide-lines relate not only to the pattern of long-term development and goals but also to the targets to be achieved in the next five years.

To make the best possible use of the technical knowledge and experience available in the Ministries, a number of working groups consisting of experienced administrators, economists and technicians from the concerned Central Ministries and Divisions of the Planning Commission are set up to help formulate the Plans for different sectors of the economy. Usually the Secretary of the Ministry mainly concerned functions as Chairman thus ensuring close collaboration between the Ministries and the Commission.

Twenty-two working groups were set up in connection with the Third Five-Year Plan. The working groups formulate long-term targets for 15 or 20 years and also corresponding targets for five years in their respective fields and suggest detailed programmes for achievement. The reports of these working groups provide the basic material for the Plan. Close association of implementing agencies and personnel at the working group stage ensures a better understanding of the decisions taken and a higher degree of efficiency in actual implementation. A wider association of experts in the task of planning is further secured through standing advisory bodies called panels, advisory committees and consultative committees. At present, there are eight panels, three advisory committees and two consultative committees. The association of the private sector is secured through periodical meetings with the representatives of the leading chambers of commerce and industry and the development councils set up by the Ministry of Commerce and Industry. There are two consultative committees, one presided over by the Deputy Chairman of the Planning Commission and about 20 members of the Lok Sabha and ten members of the Rajya Sabha, and the other presided over by the Prime Minister and comprising leaders of the main political groups in the Parliament. These two committees not only lead to a better understanding of the planning problems by the Members of Parliament but also help in giving the Plan a national character. At the State level there is a State Planning Department directly under the Chief Minister which is responsible for liaison with the Planning Commission and co-ordination amongst the various State departments in formulating the State Plans. The district and block planning authorities make an assessment of their own resources and funds and formulate a programme on the basis of a rough idea of the assistance likely to be available to them from outside.

The general approval given by Parliament to the National Plan and by the State Legislatures to the State Plans is considered to be sufficient and no separate law is enacted as is the practice in certain other countries. Once the Plans have been approved by Parliament and the State Legislatures, it is the responsibility of the Central Ministries and the State Governments to implement them to the best of their ability. The Planning Commission generally oversees the implementation of the Plan and makes from time to time an assessment of its progress but it takes care not to interfere with the responsibility for supervision and execution of programmes and projects included in the Plan which belong entirely to the administrative departments. Three other bodies, two for evaluation and one for research, subject the programmes to a constant scrutiny. The main function of the committee on Plan Projects is to undertake investigations and field inspections of important projects. The Programme Evaluation Organisation undertakes systematic and periodic assessment of the results of community and other rural development programmes while the Research Programmes Committee guides and finance

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The Boss

M. G.

Who is a boss. According to the Oxford Dictionary the boss is a person in authority. In a department the boss is the head of the department. In an office the boss is the head of the office. In any organisation where a number of people work together there is a boss. An office without a boss is a just like a school without a headmaster. There are bosses both in the field of public administration as well as in private administration. Bosses can be good or bad. They can be popular or unpopular. In either case the result depends upon how a person conducts himself.

Now what are the main points about of a good boss. In the first place he must have a sense of dedication. He must not look upon his work only as a means of earning his livelihood. He must look upon it as an opportunity of serving the public. It is here that his superiority lies compared to those who serve private organisation. Private organisations work for private profit and not for public welfare. But those in charge of promoting public welfare need a greater sense of dedication and devotion to work. Service to the state stands on a higher footing than service to an individual. Secondly he should be well conversant with the technique of his job, as well as the general rules and procedure bearing on its administrative aspect. Nowadays there is tendency for people in authority to think that they need not bother about rules or procedures and that it is the business of their subordinates to look into them. The point is often forgotten that only if they are conversant with rules they can expect the same thing from their subordinates. Instances of the blind leading the blind frequently occur in public offices at the present day and this has contributed much to impair efficiency. It is also a misconception that technical officers need not know about rules or procedures. Rules or procedures are devices to get things done properly and if care is not taken to master them the result will be inefficiency in the end. Thirdly a good boss must be easily accessible. He is not stand-offish. He does not build walls around him. He does not cultivate an ivory tower mentality and like Greek Gods of old look down upon others as men of clay. He is primarily human in his outlook and actions. This humanity manifests self in a number of ways.

To begin with, this shows itself in his treatment of subordinates. He does not look upon them as mere cogs in a machine. The essence of democracy is respect for human dignity. In democracy the individual is an end in itself and not a pawn to be manipulated for the benefit of others. This is a vital fact to be remembered. This democratic spirit should pervade the administrative field also. A good boss will not make light of this fact. He will also manifest this spirit by not making a distinction between one subordinate and another. To him all subordinates are equal.

Favouritism is an anathema to him. And he would shun it as he would shun poison. In this connection we may recall what M. C. Chagla has observed about democratic principle. He said "—I have also emphasised the democratic principle. My concern is not so much with the trappings of democracy—adult suffrage, an elected Parliament and a Government enjoying the confidence of the legislature. With all these insignia of democracy a country or people may yet be undemocratic. What is important is the democratic spirit, a democratic outlook on life and a democratic attitude of mind. We are democratic if we recognise the importance of the individual and the value of every human soul irrespective of caste, creed or colour." Following the observance of this democratic spirit a good boss takes a personal interest in the welfare of his subordinates. He is a welfare officer not only in respect of the people at large but also of all those who are associated with him in his work. Napoleon said that an army marches on its stomach. Material welfare has an inseparable connection with individual efficiency. In fact nothing tends to bolster up morale of an employee than an interest in his individual welfare. A good boss listens to the hardships of his employee deals promptly with his grievances and seeks to eliminate irritants in the way of his working smoothly. If he needs guidance it is immediately given, if he commits mistakes they are corrected but not publicly to humiliate him and useful advice is given to him to ensure that such mistakes are not committed again.

Administratively he takes all steps that would promote the efficiency of his office. Work inside the office is properly distributed each man being given the work for which he is most suited. There is also a clear demarcation of work and responsibility so that in the event of any difficulty it is easy to fix responsibility. The principle of span of control is observed and one is not asked to supervise the work of too many people. The work between the different branches in his office are carefully co-ordinated. Where delegation of authority is necessary he does not hesitate to do it fearing that he would lose his importance if a portion of his authority is given away. In all administrative matters he takes the staff into confidence and consults them wherever necessary. And in doing this he gives a clear demonstration of the democratic spirit. He also keeps in mind always that he and his staff are accountable to the public for whatever they do. He looks upon the expenditure of public money with the same care as he looks upon his own money and always functions in as a trustee of the public.

As against this the bad boss stands at other extreme. He thinks too much of himself and too little of others. He has a contempt for the general public whom he looks upon as laymen knowing little or nothing about the mysteries of administration. He has no interest in anything excepting himself and his personal advancement and takes advantage of every opportunity to promote his own interest even at the risk of others. He looks upon the whole world as a stage in which he is the sole actor.

Since independence a new type of boss has evolved. His first concern is his own security. He is therefore afraid of those above him as well as those below him. He knows that politicians above him and around him can undo him in a moment. He also knows that some subordinates are politically more powerful and he cannot tread on their corns without taking risks. He therefore prefers a policy of masterly inactivity. Of course he feels in the context that hard work is not necessary for promotion. This he can get if he manages to secure political pull. He generally keeps himself aloof from the ebb and flow of office work. Very few know what takes place daily there. Everything is left to the Ministerial staff and this freedom they enjoy has not contributed to efficiency for many of them lack experience and in an office where the boss is not enthusiastic they have little chance of being guided properly. Efficiency depends upon the momentum imparted from the top. If therefore our bosses do not change their outlook, cultivate a spirit of dedication, work hard not caring for the fruit and enrich their equipment by reading and study in order to do their work better, the welfare State of which so much is said from house tops will prove an illusion. Observes Hyndman 'Usually what we call inefficiency and red tape is a compound of the activities of many officials and employees. The administrative official who has authority over all these activities is likely to be so far removed from most of them that he neither knows exactly what is going on nor appreciates that the final results of all these activities is a Governmental operation that costs more than it needs to and gives you and me less satisfactory Government than he wants to provide'.

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research in economic, administrative and social problems related to plan development.

Democratic Planning

While the Planning Commission is the main organisation for planning in India, the actual machinery for planning embraces a number of constituents. The Federal Constitution and a continental type of economy which India possesses has necessitated the development of a decentralised machinery of this kind. With a democratic system, it is essential to associate the people at different stages of planning and implement the Plan through persuasion and not coercion. India has an economy wherein both the public and private sectors exist side by side and market forces operate within certain limits set by State policy. The machinery and procedure for planning which have been evolved in India have been largely influenced by these factors.

Leaves from History

Efficiency Alone is Not Enough

(RESEARCHER)

In the field of administration efficiency is indispensable but it is not enough. This is borne out from the administrative career of Lord Curzon who was one of the most remarkable proconsuls who had served this country. His name is associated with what is called soulless efficiency. The vigour of his personality ran through the whole fabric of administration and imparted to it a momentum which it scarcely had before. Lord Curzon has been described as a devoted and indefatigable public servant. He was a giant in work. All through the Indian heat the viceroy worked for 14 hours a day and sometimes more. He made speeches, drafted bills, listened to numerous complaints and petitions and wrote copious notes. He himself drew up a constitution for North-West Frontier Province and wrote with his own hand 250,000 words. He appointed and dismissed domestic servants, scrutinised family expenditure and economised every pie. He seldom delegated authority and mostly did everything himself. He had a lively notion of his own superiority and the inferiority of others.

His capacity for hard work was equalled only by his great sense of impartiality. As an administrator he felt that it was his primary duty to see that even-handed justice was meted out irrespective of the race or colour of the parties involved. Two instances may be cited in this connection. There was a British regiment stationed at Rangoon. One night a small group of British soldiers fully drunk raped a Burmese woman. The woman raised an alarm and when people gathered the soldiers made off. The Governor of Burma sought to hush up the incident. A farce of a court-martial was held and the soldiers were acquitted. But rumours of the outrage reached Curzon and he at once called for the papers. He was appalled at the outrage. He ordered the accused soldiers to be dismissed and sent back to England. The Colonel was sacked and the Sergeant Major to whose squad the guilty soldiers belonged was demoted. The whole regiment was shipped off at a moment's notice to Aden and there deprived of all leave and privileges for one year. It has been said that some of his best friends intervened but Curzon was adamant. Again two soldiers of a regiment which had arrived from South Africa after distinguishing themselves there quarrelled with an Indian cook, beat him fatally and he died as a result. The commander hushed up the matter. Curzon came to know of it two months later. He had an independent enquiry made into the matter urgently and when he became convinced that death was due to beating his wrath knew no bounds. He cancelled the leave for all officers for an year; he ordered special regimental

drills and duties for soldiers and humiliated the regiment by telling the people and the press as to the action he had taken in the matter. In both these cases critics have pointed out that Curzon was right in principle but tactless and impetuous in its application. He antagonised a considerable section of the people in Britain by the way he had handled both these cases. Of course in those days the colour bar was an obsession with English people generally and they could not reconcile themselves to the action of a viceroy who set aside racial considerations in administering justice.

But his capacity for hard work and his supreme sense of impartiality were overshadowed by weaknesses which ultimately stood in his way of reaching the highest office in Great Britain. It has been said the Curzon saw a situation as he wished to see it and not as it actually was. He was an imperialist out and out and held staunchly to the view that some people were born to rule and others to be ruled. He had no faith in self-government or responsible government for backward people and when Montague consulted him on Indian Reforms he put his foot firmly on self-governing institutions. His conception of his task in India was that he should ameliorate the condition of the masses. He had no thought in his mind that the educated Indian should be trained to take his place one day in the administration of the country. That he felt should always remain the dedicated duty of the Englishman. Despite his ameliorative work in some directions views such as these alienated him from the Indian people and also made many enemies in the ranks of the liberals in Britain. If he had alienated many in England and India he was no better in regard to his relations with his subordinates. He was arrogant and temperamental. His subordinates always feared him and his temperamental nature made his subordinates avoid him as far as possible. Nobody was sure of his mood and when out of his mood he exploded like a mine.

He lost this chance to become the Prime Minister partly because he was considered to be autocratic temperamental and unstable. One fundamental lesson that emerges from the career of Curzon as an administrator is that intellectual brilliance or ability is not enough for success, mere hard work is not enough, mere sense of justice is not enough but one should possess some of those lesser qualities which are found in ordinary folk.

Beware of half truths, you may have the wrong half.

Rambles in Officialdom

(CANDIDUS)

XIX Charge-Sheet

"So, you have got one more of those love-letters from the Panjandrum, Eh?" enquired Candidus of his friend Sri X half in sympathy and half in mockery.

"Yes, he has started his overtures to me once again," was, the disconsolate reply. The occasion was the issue of a charge-sheet by the Panjandrum to Sri X in the following lines:

"Sri X was personally ordered by the undersigned on Saturday last to prepare the important statement on the number of the male and female employees of various categories in this circle in each grade and class of service since independence yearwar, branchwar, communitywar (all words of Indian English) as required by the ministry in connection with an interpellation in the Parliament. He was given the assistance of Sri Y, a trainee clerk, in this work and ordered to prepare the statement in three days time as urgently required. Where as he has failed to do so; and the work had to be transferred to Sri Z at the last moment, he is charged with.

- (i) Dereliction of duty (while he was entrusted with this work he was reported to be frequently found in the Recreation Club room in the office playing chess instead of applying himself to his task.)
- (ii) Giving a wrong set of figures in Schedule A of the compilation (which had to be corrected by Z after verification) and causing slipshod work and avoidable duplication.

He should therefore submit his explanation, if he has any, and show cause within seven days of the receipt of this memo why the date of his increment falling due on 16th inst. should not be postponed by three months without prejudice to the due dates of future increments.

He should also state if he wishes to be heard in person.

Failing a suitable and satisfactory explanation, the case will be decided *ex parte* on its merits."

The matter however was not so simple as made out above and the indefatigable Sri X came out with a confounding explanation pointing out how (i) the Panjandrum was obviously wrong in including Sunday, a recognised holiday, among the three days, (ii) files had been misplaced during the shift to the new buildings six months ago, (iii) he could not get the services of Class IV for taking out the files from the record room (iv) even the duftaries were absent for any assistance, and by personal initiative he had to arrange a ladder for taking out the files from the top shelf of the rack, (v) how his playing chess during the short reliefs he was entitled to, was irrelevant to the matter at issue, (vi) how the wrong set of figures reported was due to the absence of a file for 3 months, which was just then traced on the side table of the Panjandrum himself (vii) how all such

things had already been brought to the personal notice of the Panjandrum himself and it was surprising that they were included in the charge-sheet and so on. The matter fizzled out with a "warning".

In the candid view of Candidus, these charge-sheets are not playing the game; they are tending to be more and more a one-sided affair. "Why should the X Panjandrum only issue charge-sheets?" he asks, "Why not there be occasions when one can return the compliments to him?" After all errors are errors and they can be committed by any one big or small. Why should an error committed by a big man be questioned only by a still bigger man, instead of the small man directly and immediately concerned with it; and how can you make the bigger man do it?

All talk of authority and all that is balderdash. Authority man-given power, at best, is like an inflated balloon, and once it is punctured its emptiness is patent. Has not one seen in that part of Bharatania—a most progressive part in the South—the heartening spectacle of the minority of an opposition to the then Government in power issuing a charge-sheet (some one wanted to water it down by stating that it was a memorandum and not a charge-sheet) against the all-powerful Government and walking off with victory and the end of it all; He can visualise a day not far off when a mere Class IV Officer can issue a charge-sheet against the Class I head of his office for his act of omission in not issuing his leave order in time, on account of which he was put to financial troubles; and the Class I bound to accept the charge-sheet like a gentleman sport and give a convincing explanation, if explanation there can be, instead of taking refuge under paltry excuses that he is only in overall charge and the man really to blame is the headclerk of the section, or that the dealing assistant in the establishment section was on long leave and so on; all said and done, he is the head of the office and is fully and squarely responsible for all the lapses happening there, as much as he is eager to assume the full credit for himself for all achievements.

The cause of the one way traffic in officialdom with petitions and prayers, crow-catching and wirepulling only going up, and favours, promotions and punishments coming down is in his view due to the "system". Officialdom in Bharatania is more like a lifeless structure, rising high above its base; and not built up cell by cell as in any living organism; and with action and interaction among the constituents inside the cells which make for healthy life. Calling for one's explanation by itself is bad enough, but it is still worse when the matter is put in the form of a charge-sheet with a threat of punishment in the offing. But some Panjandrums do specialise in this art of the "administration". There remained once a Panjandrum with the initials "C.S.V." and he was generally known as "Charge-Sheet Veteran"—; a fitting epithet as not only the number of charge-sheets which he received from the top exceeded a score in his career, but also the number which he himself issued to those below him ran into three digits every year.

Lessons in Community Development

KURIANSON

Lesson No. 13

Q: In the last lesson you referred to the genesis of the C.D. Programme. You have also dealt with its special characteristics. Now what are the prospects of success of the programme in the present day context?

A: The success of the programme cannot be quick or spectacular in the early stages. In the very nature of things progress on the rural front is bound to be slow. It is question of changing the outlook and improving the economic condition of the vast mass of people. It may take time. "—Old ways practised for generations are likely to be considered sacred. Belief about their rightness are taken for granted as the air the people breathe. Thus there is resistance to change from the people generally and more particularly from the conservative leaders of the community who are the custodians of the old way of life. There is also resistance from others whose vested interests in leadership are threatened by the change". Secondly success will be possible only if the C.D. Programme has faith in the people. Community development is a democratic process. It must therefore have abiding faith in democracy, belief in the dignity of man and respect for the individual. Again the C.D. Programme should have faith in social justice. It is important that it should help all classes of people in an area. There should be no distinction between man and man on the basis of religion, caste or community. The democratic approach of the programme makes it necessary that all people should be treated in the same way. There should not be slightest evidence of discrimination or partiality or political pressure.

Q: Can you tell me how the C.D. Programme fared in the early stages?

A: Naturally in the early stages the programme was slow to make an appeal to the people.

Q: Why was it so?

A: Because the programme meant an essentially new approach to the whole rural problem. You know the main plank in the programme is the participation of the people. No Government can take upon themselves the entire responsibility for improving rural areas and foot the bill for it. People have to share the burden. They have to help themselves with the assistance of the Government. This feeling of self-help can be developed in them only if they are given a major share in the activities designed to improve their condition. In other words in the C.D. Programme which is peoples' programme, the participation of the people cannot be regarded as a separate element; It is an integral part of the programme itself.

(Continued on page 45)

For an Administrator's Note-book

Democratic form of Government

Many competent observers of Government in action agree that a democratic system is not necessarily the best form of Government for all countries. Democracy requires more than the stroke of the pen that writes out the provisions of a documented constitution. Among the conditions which appear essential to the successful functioning of democratic political institutions are a community minded population, consensus concerning the fundamental features of satisfactory social order, a substantial degree of literacy, the absence of widespread poverty, a desire for democracy and an understanding of its processes. At certain stages of social development authoritarian or mixed systems of Government are preferable. The responsibilities of citizenship under a democratic Government are too great to be discharged by culturally backward peoples. It is also unwise to impose democracy on a people who prefer an authoritarian regime. The premature establishment of democratic political institutions usually harms the cause of democracy. Either the quality of the Government is extremely poor or a disguised oligarchy develops especially in countries having an authoritarian tradition of long standing. Time is required for the development of conditions conducive to the successful operation of a democratic Government.

E. B. SCHULZ

Making of a Cabinet

Certain interesting observations have been made by Lord Atlee in the course of his memoirs regarding Ministry making under a system of Parliamentary Government. He says "well first of all you must try to keep the Cabinet as small as possible. Then you have to look at your key posts and consider first of all the fitness of the person for the post and his status in the party. You may have a man who is admirably fitted for one post but you may want him for another. ...Sometime the personality of the Minister will outweigh the secondary importance of the job....You must have a certain number with leisure to look around and think. It is a mistake to have just a collection of hard-working departmental Ministers...A Prime Minister ought to keep his hand on the pulse and know how Ministers are doing, of course, but he must not go and over-rule a minister, he must always work through a Minister. He should keep in touch and see what he is doing, but if he has picked the right man he should trust him. If he finds he can't he should get rid of him ... You must take care of junior Ministers too. It is generally best to have a talk with the Minister concerned in choosing the under-secretary, not just foist some one on him. But you cannot necessarily accept a man minister wants. He is the only one who does not usually know his own deficiencies ... you must give him an under-secretary who fills in the gaps.... the fatal mistake is to select only people you think are docile yesmen."

Political Parties under Democracy

The danger of political parties to democracy lies in the subordination of public interest to consideration of party survival or and success. The practices of many parties often have been harmful from the standpoint of the requirements of good Government, e.g., spoil systems, election frauds, or corrupt dealings with private interests. Unscrupulous politicians frequently have used parties to enrich themselves or to satisfy a personal lust for power.

E. B. SCHULZ

Speaking without thinking is shooting without aiming.

(Continued from page 43)

Q: What exactly are the implications of the term peoples' participation.

A: In the first place it has to be noted that peoples' participation is different from peoples' response. Peoples' response is perhaps easy to get. And in the early stages the response of the people has been good. For instance they shared the cost of ameliorative works; they adopted improved practices in agriculture, they also endeavoured to improve their ways of life. But all this is different from participation.

Q: What then is peoples' participation.

A: I shall quote here from Balwantrai Mehta's report in answer to your question. The report says "Peoples' participation should not be regarded merely as providing a certain portion of the cost of a particular work in cash, kind or manual labour, but it is their full realisation that all aspects of community life are their concern and that Government's participation is only to assist them where such assistance is necessary. *It is the gradual development of their faith in the efficacy of their own co-operative action in solving their local problems.*" This is the essence of people's participation.

New Administrator's Library

Studies in Political Science, Edited by J. S. Bains, Published by Asia Publishing House, Bombay. Price Rs. 20

This volume has been published in honour of the 60th birthday of Professor C. J. Chakko of the Delhi University and contains a series of studies relating to Politics and Public administration by specialists of repute. In all there are no less than twenty-two studies and each study is packed with upto-date and well documented information. Some of these studies especially those coming under the section on Public Administration are useful for public servants. The difficulty in the case of such publications is as to how they can be made available to public servants who will really be benefited by reading such studies. It is here that the need for adequate library facilities comes in. At present there are special wards for public servants in hospitals, special co-operative societies for public servants and special transport arrangements for public servants. But there are no sufficient library facilities for public servants. It is time that this short coming is remedied. Library facilities on a district war basis may be conceived and implemented by State Governments. District libraries may be organised in every district for public servants. Such libraries may also contain costly books which can be arranged to be placed within the reach of everybody in the district through a system of door to door delivery. In the case of less costly books and journals it is advisable for each Taluk Office to maintain libraries for the use of public servants in the entire Taluk. The outlay on these may not be much. It is bound to prove a sound investment yielding good dividends in the shape of better efficiency, greater morale and larger outturn with quicker pace of prosperity for the entire nation.

Training students in leadership. Published by the Publications division. Price 75 nP.

This booklet deals with the origin and progress of the National Cadet Corps and its allied organisations designed among other things to develop character, promote discipline and stimulate an interest in social work. The N.C.C. as well as its kindred organisations have become very popular judging from the upward trends in their membership. This is a happy sign for the training for leadership which these organisations provide is likely to stand students in good stead later in life in the context of the welfare State. It is better that books such as these are not priced but distributed widely in educational institutions and among the general public. Dissemination of information such as is contained in the booklet will have a healthy impact on the students as well as on the people in general. A chapter might very well have been added to the book elaborating the ideals of these organisations and how these are going to help the country in future.

The Gospel of Renunciation By M. K. Gandhi, Published by Navajivan Publishing House. Price 35 nP.

This small booklet embodies the basic concepts of Mahatmaji regarding life and its aims. The essence of the gospel of renunciation does not consist

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in abandoning the world and retiring to the forest. It means essentially that we must lead dedicated lives, devoting our activities to the welfare of others and not for our individual aggrandisement. The Universe belongs to God. He has created men and so they all belong to the creator. Whatever they possess also belongs to the creator. We have to pay our debt to the creator by working according to his will and not concentrating on advancing our selfish interests and that at the cost of others. In a sense Mahatma Gandhi says that all of us are thieves and proceeds to explain that all those who keep things which are in excess of their needs are guilty of theft. If the ideas contained in this booklet are practised by all in this country many of our national problems will solve themselves.

Studies in International Organisation By S.C. Gangal, Published by Vora and Co. Bombay. Price Rs. 5.

The world is shrinking fast and the proposition for a world Government is being earnestly canvassed in many quarters. Intense and aggressive nationalism is losing ground and internationalism has come to be looked upon as the only way of saving the world. In this context the publication under review is a topical one. It deals with the rise and growth of international organisations from the hoary past. No doubt trends in internationalism were not very distinct until the launching of the League of Nations in 1919. The League collapsed in 1939 and its place was taken by the United Nations. The author has dealt in some detail with these two organisations tracing their development and indicating the main features of their activities. The causes for the fall of the League are also briefly indicated. Some alternatives to the United Nations have also been mentioned.

There is no doubt that the future lies with internationalism. The United Nations is doing splendid work. Publications such as these can certainly go a great way to reinforce the trends towards internationalism. Written in simple language and without unnecessary details the book should interest all citizens—K.

(Continued from page 23)

the personal work of the presiding officer and those holding supervisory positions. Now what generally happens is that after inspection a number of those in the lower rungs of the ladder are hauled up for sins of omission and commission and those at the top or near about are left free. In many cases no action whatever is taken. This outlook on office inspections is harmful to administrative efficiency and must change.

All-in-all office procedure is vital to administrative efficiency. In the hands of inexperienced or incompetent people it may prove an impediment. But intelligently handled it would tend to speed up things through the safest course. A recent writer has observed that office procedure without intelligent direction is just like physical strength without brain.

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