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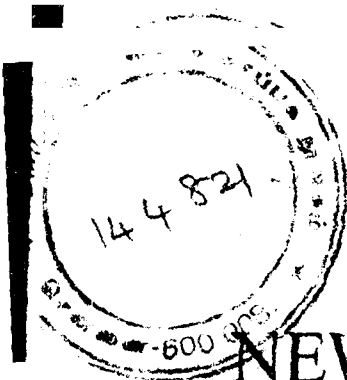


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DISCIPLINE IN ADMINISTRATION

Speaking sometime ago at Hyderabad Mr. P. S. Rao, I. C. S. (Retd.) said that Independence and the Five-year plan had brought about a revolution in the affairs of the country. While considerable progress had been achieved in almost all spheres discipline had vanished from the class room, office, and roads. This is one of the most regrettable phenomena since Independence. And lack of discipline in the sphere of administration has proved such a heavy drag on administrative efficiency. This lack cannot be a legacy from the British Rule. It is common knowledge that administrative discipline was one of the strongest points of the British administration. It was the cement that kept the administrative structure together and brought about its effective functioning. The Englishman knew that without discipline no organisation could function satisfactorily and when that organisation was something like that of an army of occupation there was no question of minimising the importance of discipline. People then complained that it was the discipline of the barracks.

But now the pendulum has swung to the opposite direction. Administrative discipline has become a matter of history now. Everybody inside and outside the Government is aware of this fact. It is enough for one to visit a public office to know the extent of indiscipline that prevails there. One may notice seats being vacant during office hours conversations going on in the verandah or corridors discussions between staff members inside the office, the trek to the canteen and back - in fact a holiday appearance every where with nothing of the seriousness of a place where state business is being transacted. In the relations between superiors and subordinates also this lack of discipline is observable. Instructions from superiors are hardly followed in a

scrupulous-manner. There are cases of sheer disobedience also. Official decorum is observed more in its breach. Superiors are in many cases reluctant to deal with cases of indiscipline because they know that such things may sometimes recoil on them.

The basic cause for this growing lack of discipline is the absence of fear among Government personnel. This is our Government; our Ministers are at the helm; so we have to fear nothing whatever we may do. This is the widespread feeling among public servants at the present day. And there is justification for this feeling because they have found it easy to invoke the good offices of Politicians when they are in need of the same. Superior officers are therefore unable to be firm when the question of enforcement of discipline confronts them. There are cases in which civil servants are afraid to punish even peons, lest peons should canvass support in political quarters against them. Elsewhere in this issue will be found a report in which it is said that a Government corporation suffered in efficiency partly because there was remissness in the matter of dealing with delinquent officials. When the element of fear is absent discipline loses ground and when discipline goes by the board efficiency follows it. This is the position obtaining in Government departments. Many are aware of it but so far except criticisms in the Press and the Platform there has been very little clear cut action in the matter.

It is needless to say that without restoring discipline any amount of talk about improving administrative efficiency is mere talk in the air. Questions of discipline must be left entirely in the hands of civil servants with an assurance that Ministers or Politicians would never interfere in the matter. In other words civil servants must have a free and unfettered hand in the matter. It is also necessary that the capacity of superior officers in the matter of supervision and enforcement of discipline should be noted upon in their confidential records. A plan to observe Discipline week every year might be evolved in every State. During office inspections special attention might be given to the question of discipline among the staff and the capacity of the officers to enforce the same. Cases of indiscipline must be dealt with in a deterrent manner.

Industrial Estates

A Seminar on Industrial Estates, convened jointly by the Bureau of Technical Assistance Operations the Division of Industrial Development of the United Nations Department of Economic and Social Affairs and the Economic Commission for Asia and the Far East (ECAFE), was held in Madras. The Seminar was attended by some eighty delegates and observers from twenty-two countries. The purpose of the Seminar, the first of its kind which was held under the auspices of the United Nations and ECAFE, was to bring together the industrial planners, administrators and specialists from countries of the region to compare their experiences with a view to making specific recommendations on the planning and operation of industrial estates as a means of accelerating industrial development, in the light of regional conditions and needs. An industrial estate is a tract of land, improved and subdivided for the purpose of erecting factory buildings according to a comprehensive development plan which includes provisions for road and rail transport, utilities and sewers and frequently for standard factory buildings built in advance of demand. A developing agency exerts control over the area and buildings and provides a variety of services to the occupants. The important role of industrial estates as a means of promoting industrialization has been stressed, on several occasions, by the United Nations Economic and Social Council as well as by the Economic Commission for Asia and the Far East. Although the idea of industrial estates was formulated nearly seventy-five years ago, its application for promoting rapid industrialization is comparatively new, but is gathering momentum in many countries throughout the world. There is today an increasing number of organized industrial tracts, districts or parks in the United States, in the United Kingdom, industrial zones in Italy, industrial sub-divisions in Puerto Rico, flat factories in the Netherlands, industrial cities in Brazil and Mexico and small industrial estates in the north western European countries. Small industrial estates are also being introduced in Nigeria and Ghana in Africa and in Israel and other countries in the Middle East. In the ECAFE region, India has embarked on a large development programme of industrial estates; some 120 estates are now being constructed all over the country. From the point of view of the national economy as a whole, the contribution of industrial estates may be important. They provide a method by which the governments can guide geographic distribution of industries and select the types of industries to be promoted. By grouping industries in well-selected areas, it is possible to save investment in basic facilities and to make it more effective to provide industries with the necessary financial and technical assistance. The estate also provides a convenient training ground for skilled workers and entrepreneurs. Above all, estates help in attracting new investments. Industrial estates are equally important from the standpoint of the local community and the regions concerned. They usually become the

nucleus for industrial and commercial growth. They create new employment and tax revenues. They help to prevent or reduce congestion in the urban areas. As a basis for discussion, the United Nations and the ECAFE secretariats have submitted ten working papers giving a comprehensive review of the planning and construction of industrial estates both in the industrially advanced countries and the newly industrialized countries. In addition, the participants in the Seminar have submitted papers outlining the planning and development of industrial estates in their respective countries. Among the main items for discussion at the Seminar are objectives and policies in establishing industrial estates; economic and physical planning; organization, management and financing; arrangement for co-operation between, and assistance to small industries established on industrial estates; and relationships between industrial estate projects and development schemes of broader scope.

Instruction on Developing Countries

Education experts in Western Germany are fully agreed that German children should be given instruction on the developing countries from their first years at school. The phenomenon of these young nations—and above all the events that are taking place in the African states—is a clear indication of a changing world situation, and one of which children should be made aware. To present all the significant historical, cultural, economic, social and political facts in the classroom is however a considerable task. For this reason the German Foundation for the Developing Countries and the German UNESCO Commission recently organised a special convention in Berlin. It was attended by tutors and teachers in education institutes and teachers' training academies in Western Germany. The professors whose task it is to train teaching staff in the Federal Republic are debating two questions in particular: How does one instruct young teachers adequately on matters concerning the developing countries, and how is the new subject to be worked into an already overloaded timetable? From the outset, they recognise that Europe may no longer be regarded as the world centre of political and social development. A lesson which evaluates events in Africa and Asia only from the European point of view does not necessarily present a true picture of conditions in reality. If possible, the experts agree, teachers should be given the opportunity to visit the developing countries to acquaint themselves at first hand with the different ways of life in other lands. Exchanges of students and letters are another way by which relations could be fostered and could, in a small but personal way, contribute much to mutual understanding between peoples. Furthermore, an educational information service is being founded which will provide teachers with relevant factual material when they want it.

Federation of Chambers

The FICCI, starting with a membership of 24 chambers of commerce, trade and industrial associations, today has 138 chambers of commerce and

trade associations and 292 associate members comprising leading business houses in India. The constituents are large organisations with a membership running into thousands. Thus, the federation covers almost the whole of organised Indian industry and trade. Its main objective has been to inspire confidence in the commercial bodies all over India that there is nothing which cannot suit one industry or trade or one region if it suits the country as a whole. Always great stress is laid to view every problem in its broader aspects, as part of the social and economic process. The FICCI has been vigilant of legislative measures affecting Indian industry and trade and its representations to Government continually stress the need to shape fiscal, financial, taxation and other economic policies as would give full scope for the better development and expansion of trade, commerce and industry. In no small measure, it has been able to help the transition in the outlook of the business community from that of mere trading to manufacture—industrialisation in the full sense of the term. It has attached great importance to the prerequisite that makes possible successful implementation of planned effort,—the unity of economic development—how the health of industry and trade is dependent not only on economic and fiscal policies, but also on the quality of economic administration; how also education is bound up with national life in all aspects; how necessary it is that the different requirements to be fulfilled have a proper time perspective; how first things must be done first, and why the highest priority must be given to increased production, through greater effort, better equipment, higher efficiency and effective organisation. On the international front, apart from organisations of international fairs, the FICCI has its due share in the increasingly important role that India has come to play. The allied associations, such as the Indian National Committee of the International Chamber of Commerce and the All-India Organisation of Industrial Employers, which is associated with the International Organisation of Employers are housed in the same building as the FICCI and share its secretariat and these organisations have been encouraged by the FICCI in expanding their activities. The Indian National Committee participates in all the commissions and committees of the International Chamber of Commerce. The regional commission of the I.C.C. called the Commission on Asian and Far Eastern Affairs is also looked after by the secretariat of the FICCI.

Mechanised Farms

Mechanization of small farms is a special feature of agriculture in the Federal Republic of Germany. Agricultural produce, which is being raised in substantial quantities in Germany since the last war, comes mainly from small-and medium-sized peasant-family farms constituting the largest size group of all agricultural holdings. These small-and medium-sized farms represent one of the main features of agriculture in Germany and have withstood the implications of substantial economic changes in an otherwise highly industrialized country. These and the technological developments in

the field of agriculture have brought about a change also in the size structure, cropping pattern and farm organization. This change is reflected in the fact that during the past decade the number of farms in the size group below 25 acres (10 ha) have been decreasing. On the other hand, farms exceeding 25 acres have increased in number. But this trend towards larger farming units is observable only in the size groups between 25-50 acres (10-20 ha). Thus, it is not a trend towards very large units; more correctly, it is trend towards raising the minimum size of an economic holding, which is believed to be somewhere between 40-60 acres (15-25 ha), depending on climatic, topographical and other factors influencing agricultural production. Another outstanding feature of agricultural activity in the Federal Republic is the highly intensive and diversified production pattern. Although mechanization of agriculture does not generally increase the yield per acre, it helps to raise the output per manpower substantially. Dearth of the farm labour—as is the case in other industrially advanced countries—compelled farmers to mechanize farming operations to a great extent. German agriculture thus became a good example of the successful introduction of mechanization in small-and medium-sized farms. Small tractors designed to work efficiently and economically on small holdings, two-wheeled tractors which can be utilized even in terraced orchards and fields on steep slopes, and power equipment for spraying and dusting against various pests and insects are now widely in use. Great headway has been made also in the field of livestock breeding and animal production. In fact, animal production forms an integral part of Germany's agriculture, accounting for more than 70 per cent of the aggregate farm income. The situation is further accentuated by the fact that, proportionally, more income is obtained from animal production as the farm size decreases, thus leading to the successful and intensive type of "mixed farming", which is another feature of agriculture in Germany.

University Scheme for Extension Lectures

With a view to establishing closer contact between the citizens of Rajasthan and the University, the Rajasthan University Extension Lectures Committee has drawn up a scheme of extension lectures. Under part one of this scheme, lectures will be arranged by eminent scholars from outside to which entry would be by special invitation. Lectures under the general education series and specialised education series will be open to all citizens of Rajasthan, but there will be a nominal enrolment fee of Re. 1 for the entire course on "Introducing Modern India." This series will consist of 20 topics covering important technical, economic and other aspects of modern Indian life. These lectures will commence from the middle of December, 1961 and are likely to conclude by the end of the academic session 1961-62. The scheme is proposed to be started this year at Jaipur, Bikaner and Ajmer and may be extended to all the major centres of the University from next year. This is a good innovation. Other Universities in India will do well to take similar steps to disseminate information among the people

because information and the knowledge, it produced are the corner stones of a democratic Government. The fundamental requisite for every citizen under democracy is knowledge. The voter needs it in order that he may be able to assess the candidates for whom he is asked to vote and in order also to assess the policies and programmes for which the candidates stand for. Similarly the politician needs it because without it he cannot decide between the various issues that come before him as a politician. The public servant needs it because without it he cannot discharge to his satisfaction the wide variety of duties that devolve upon him in a welfare State. So efforts on the part of Governments and academic bodies to disseminate information and thereby knowledge among all classes of people are bound to prove a good investment in the cause of stable and healthy democracy.

Farming Increases, Farmers Decrease in U.S.

Through fewer farms and fewer farmers agriculture is expanding in the United States. Half the jobs in America depend upon agriculture—the nation's largest industry. Research gives the Midas touch to farming. Quick changes in farming in America during the last 20 years make fiction sound old-fashioned. Automation has now become as familiar to the farmer as the machine became a few years ago. The result: Farms are smaller in number but larger in size and are more efficient today than in 1940. The percentage of land in farms has fallen, but the average acreage of a farm has risen—from 174 to 302. The majority of the farms are still family farms and produce more today. This trend will continue as highways and urban development encroach on farm land and as farmers employ automation and technology. Farms are complex business organisations now, demanding huge investments and a high level of management. The nation's wealth springs from the soil. Every dollar from the farm increases the economic activity of its surrounding urban community by \$3 to \$5. The label of "agribusiness" substitutes for the now unsuitable one of "agriculture" to denote all the activity on a modern farm. This illustrates the interdependence of modern agriculture and business. Certain facts about American agriculture and its relation to industry are worth noting in this regard. One-third of the iron and steel produced in the country is on the farm as tractors, harvesters, implements, and building materials. Agriculture buys more petroleum products than any other industry. Some 10.5 per cent of the tyres and tubes manufactured are for farm use. Farm products fatten transport revenues by about 16 per cent. Factories feed farms with 50 million tons of chemicals a year. The industrial cities of Chicago, Detroit, Baltimore, and Boston do not consume as much electricity as the mother of industries—agriculture. One farmer raises food for 26 persons on 58.9 per cent of land today. In 1950 he could raise enough for only 23 on 2 per cent more land. Though wheat cultivation has halted at half a million

(Continued on page 31)

Trends in Administrative

District Administration

Replying to the criticisms against district administration in the Legislative Assembly the Madras Finance Minister said that the only way of making the district administration more efficient was to bifurcate unwieldy districts. In other words the span of control of the Collector is at present too much for him to administer efficiently and should therefore be reduced. The question may be asked as to how with similarly big districts it was possible for the district to be administered efficiently during the British period. Of course work has considerably expanded since then but this is off set by the fact that the Collector or deputy commissioner has a number of personal assistants or deputies now. Sometime ago a correspondent gave statistics as to the number of officers attached to the Revenue department in a district during the period of foreign rule and the number that are now employed and came to the conclusion that the increase in staff had not added to the efficiency of district administration. Mr. P. S. Rau recently said at Hyderabad that the administration had deteriorated considerably and a high power committee might be set up to find out why many of the collectors or deputy commissioners were unable to perform their functions satisfactorily. He stressed, "The Collector or deputy commissioner is the kingpin of the administration. Many of them feel frustrated because they are unable to perform their functions satisfactorily" either to themselves or to the public for no fault of their own. These observations by a veteran administrator should provoke food for thought. The importance of an efficient district administration has considerably increased with the launching of the Third plan. It is therefore a matter deserving of deep consideration to find out the causes for the decline in efficiency of district administration and the methods to be adopted for restoring efficiency in that sector. No doubt since independence some State Governments had appointed committees for enquiring into district administration but they seem to have been concerned more with the technicalities of office or procedure and the like and not with the basic cause that incapacitates a district officer from doing his duties without fear or favour.

Promptness in correspondence

Opposition members praised Prime Minister Nehru in the Lok Sabha recently for his promptness in replying to their letters, but bitterly complained that his Ministerial colleagues were not so prompt. One member said he received a reply from a Deputy Minister a year after he wrote to him, while another said a State Minister had taken two years to acknowledge his letter. A third member said some Ministers were subjecting him to the humiliation of replies through subordinate officials. The Prime Minister answered letters with amazing promptness, sometimes within four hours. If the Prime Minister could manage it so well, why could not the other

Ministers, who were not as busy as the Prime Minister, do it. It is regrettable that promptness in correspondence is something that has totally disappeared from the official world since independence. Of course administrative delays have become a permanent feature and several reasons are adduced in support of their inevitability. Be that as it may, it is not clear, how simple references addressed to heads of departments or civil servants or Ministers by people working for public causes can fail to elicit a reply, or even a delayed reply. In most cases such communications are sent to their offices and there they take their own time and one must consider himself lucky if he gets a reply signed by a superintendent or some such official which may sometimes suppress more facts than it may express. Even in the Police State it was a common practice that when a communication is addressed to an officer by name not for the redressal of a grievance but simple matters of enquiry, then reply is received promptly and that signed by the officer himself. In the welfare State every Public servant including Ministers is supposed to be the servant of the public; yet they consider it beneath their dignity to answer enquiries either promptly or by themselves. Detailed standing instructions are necessary in the matter.

Freedom of Information

The Executive Committee of the Andhra Pradesh Union of Working Journalists adopted a resolution criticising the recent Government order restricting the freedom of Pressmen to gather information from competent authorities. The resolution said the Executive "views with serious concern the latest Government order prohibiting Secretaries and heads of departments from meeting Pressmen and giving information except through the Information Department and strongly protests against the Government order which is tantamount to restriction of freedom of the Press." Freedom of information is one of the essential principles of Democracy. President Wilson said that a democratic Government has no inside but only outside meaning thereby that nothing that a democratic Government does should be hidden from the public. As a matter of fact the public nature of Government activities and the fear of public criticism provide a warning signal to democratic Governments against doing patently wrong things. Nevertheless this freedom of information needs to be regulated in public interest. In the United Kingdom if a member of Parliament wants information on any matters pertaining to administration he has to approach the Parliamentary Secretary or the Deputy Minister or the Minister. It is not considered proper if he approaches the Civil servant. In the United States the President publicises his policies and programmes through Periodical Press conferences. That is the only way for him to get into touch with the public. Incidentally it may be mentioned that the very concept of Press conferences originated in U.S.A. In every democratic country, thus there are definite channels through which information from Government flows to the public. Not everybody in Government is authorised to disclose information or particulars of Government policies and programmes. It has also to be remembered that under democracy civil servants are not the policy makers

and naturally therefore information about policies and programmes has to be given by those who are responsible for making the policy—that is the political Executive made up of Ministers. And Ministers have to inform the public through periodical Press conferences or through the Information departments. It is however a matter for disappointment that sufficient use is not made of Press conferences by Ministers. At present in most of the States they are convened at irregular intervals. This is not a healthy practice. Minister should make it a point to meet Press representatives atleast twice in a month. In routine matters they can make use of the Information departments.

Campaigns to stimulate development works

The Government of Rajasthan has decided that 7 campaigns should be organised in Panchayat Samiti areas every year to stimulate development works. The decision envisages that every Panchayat Samiti should organise small savings campaign in December and May, 'school chalo' after summer vacations, 'change your plough' campaign in September, 'Line sowing' campaign from July to October and November to January, 'Produce more manures campaign from May 15 to 31 and from August 15 to 31, 'Plant more trees campaign' in July and August and 'Merh Bundi campaign' from April to June and August to October. The Government has also suggested that evaluation committees should be set up to assess the work done during the campaigns. The committees should submit reports to the Panchayat Samities with the names of villages and officials and non-officials who had done commendable work. The evaluation reports will be discussed by the Zila Parishads. The Panchayat Samitis, Zila Parishads and the Government will decide on the question of awarding prizes at their respective levels. Such campaigns are good in awakening the enthusiasm of the people. But mere campaigns are not enough. The enthusiasm created by such campaigns needs to be sustained and this is the responsibility of the Development personnel. They alone can ensure that the enthusiasm does not evaporate soon after the campaign is over. With properly equipped development personnel the enthusiasm will prove lasting and will admit of being canalised to advance the cause of rural development. Writers on the subject of rural uplift have laid down some of the essential points for the guidance of development personnel. These include among other things a faith in rural folk, punctuality in keeping up appointments with rural folk, abstention from politics and village factions, humility, impartiality, sincerity, easy accessibility and a sense of vocation. With these an uplift worker can work wonders.

Damodar Valley Corporation

The strictures passed by the Public Accounts Committee of the parliament on the working of the Damodar Valley Corporation have evoked stringent comments in the Press. The report of the committee has referred

to bad planning, conjectural estimates and failure to take disciplinary action against delinquent officials. At a time when a considerable section of the people are critical of the expansion of the public sector the comments of the committee has furnished enough ammunition to the antagonists of the socialistic pattern. Government corporations are a comparatively new phenomenon in our country. It is also not very old in western countries the earliest corporation being the Panama Rail Road Company which was brought into being in 1903. In India the Damodar Valley Corporation is the one of the earliest in the field. Government corporations became necessary because when Government entered into business it was found that departmental organisations and methods were unsuitable to the requirements of efficient business management. Government corporations were therefore created in order to meet the new situation. These corporations are different from ordinary government departments mainly in regard to the fact that they enjoy considerable autonomy in the sphere of internal management. They are free from the day-to-day interference to which Government departments are subject. The corporation thus provides the right combination of commercial freedom and Government control. But in actual practice it has been found difficult to reconcile autonomy with efficiency. Criticisms against government corporations for their lack of efficiency are becoming increasingly frequent. This is a bad portent. It may be recalled that at the time when the D.V. corporation was brought into being it was said that the corporation was given only very limited authority. Observes a writer "Critically supervised by the Ministry of Finance it has had to obtain government approval for most of its transactions and perform its work under the critical and disapproving eye of Government financial adviser who can refer decisions of which he disapproves to the political authorities for confirmation or rejection. Even the projects prepared by its own, very competent, engineers have to run the gauntlet of the engineering departments of the participating governments before they are executed. The multiplicity of clearances and approvals required before anything can be done, the plethora of estimates, detailed breakdown estimates and financial justifications for individual projects seem to have made short work of autonomy." These observations were made some years ago. One is apt to recall them now. Then the fear was that the working of the corporation would suffer on account of its lack of autonomy. But the report of the public accounts committee points to a different conclusion. The defects mentioned therein cannot be due to lack of autonomy. Perhaps it may be the result of too much autonomy or due to the lack of constructive political control. Anyway the working of Government corporations needs closer attention. Under a socialistic pattern they have an important place in the economy. If they fail then the cause of socialism may receive a setback.

Evaluation of Community Development

Yet another Estimates Committee report about Block Development activities in one of the States. Like many others it is distressing reading.

A catalogue of the sins of omission and commission is given and one would wonder if at this rate any substantial improvement is possible in the rural front in the foreseeable future. Most of these defects apply to other States also. It is observed that there has been no close contact between the Development Personnel and the people. This is a common criticism. The lack of public participation of which we have been hearing so much in the recent past is mainly due to this. The United Nations evaluation team has observed that whenever there is lack of public enthusiasm the fault must be laid at the door of the Development personnel. It is up to them to mobilise public enthusiasm. The extent to which they can enthuse people is the measure of their individual efficiency. It is said that instructions regarding targets laid down by the Government were not observed by Block Development officers. Cases of subordinates ignoring Government orders are by no means uncommon in Independent India. The general feeling among public servants is that so long as they can pull wires through party politicians they can ignore Government instructions without risk. Another defect mentioned is that Revenue Divisional Officers are not enthusiastic on the plea of pressure of work and they often on that ground absent themselves from Block Committee meetings. There are also instances when Collectors do not use their power to sanction funds and ask for Government approval. Passing the buck is a fundamental weakness of bureaucracy. Since Independence it has become rampant. It has become a common failing of officers now to avoid taking responsibility if possible or if constrained to take responsibility to drag in others also to share it. This is mainly due to the lack of experience and individual efficiency. Large scale black marketing in fertilisers and distribution of improved seeds to non-cultivators are also mentioned in the report. It is also said that Block Development personnel are not enthusiastic for lack of encouragement in service or for lack of prospects. Many of these defects can be remedied by enforcing strict standards in administration. But this is more easily said than done. But considering the stakes involved any effort in the direction of tightening administrative control cannot be too much. A vigorous drive is necessary to improve the efficiency of Block Development personnel.

Village Uplift

The Chief Justice of India recently called for greater attention being paid to village uplift. No doubt since Independence rural uplift has received priority at the hands of the Government in this country. Through Community Development Schemes the Government is seeking to effect a silent revolution in our country side. But the question is whether the attention given to this matter has proved sufficiently effective. On this, opinion is bound to be divided. There is a consensus of opinion that the efforts of the Government in uplifting the countryside need to be streamlined. This is imperatively necessary if better results are to be produced. After Independence the common man is impatient and if Governmental efforts fail to produce substantial results he may feel frustrated. It is already more than a decade since

schemes of village uplift were introduced and the feeling is widespread that sufficient progress has not been achieved commensurate with the expenditure of time, men and money. Evaluation reports, research reports and Estimate committee reports bear ample testimony to this fact. Criticisms against the schemes cannot be due to any inherent shortcomings in the schemes themselves because the schemes have been drawn up carefully and after considerable study. The crux of the matter is their implementation. Implementation to be efficient needs to be administered efficiently. Is this being done is the question that is asked. There is a separate Ministry for Community Development at the Centre and correspondingly there are separate departments in each State for the purpose. But is there sufficient co-ordination between the two. Is the Central Ministry providing expert guidance and direction to the States in this matter? Has the Central Ministry taken steps to ensure the competence of the personnel involved in uplift work. Have they indicated the measures necessary for promoting the efficiency of uplift personnel. Have they sought to make up for the lack of experience of the bulk of uplift personnel by arranging facilities for their self education. These questions need to be answered in this connection. There is no denying the fact that the major responsibility in the matter lies on the shoulders of the Central Ministry. Much of the funds in this matter are provided by the Central Ministry. He who pays the piper must call the tune. Again a scheme of incentives for the various States may kindle a competitive spirit among them and give a fillip to do better. At present there is a lack of demarcation of responsibilities as between the Centre and the States. This tends to provide an escape for each when serious problems of administrative efficiency are raised. We have had occasion to refer in these columns to the parallel of the National War Front of the Second World War. The Central National War Front was largely responsible for the efficiency of the entire organisation throughout the country. The States generally followed the Central instructions and their enthusiasm was further stimulated by proper measures by the Centre. This worked well and produced good results. This has a lesson for the administrators of the Development programme.

Incentives to Panchayats

Mr. Shriman Narayan, Member, Planning Commission, suggested to the Madras Government to evolve a system of incentives under the Panchayat Act for healthy competition among Panchayats for better performance. Addressing 75 chairmen of Panchayat Union Councils Mr. Narayan said, it had been realised in the highest quarters that it was impossible to put through the Plan, without active public participation. In this context, panchayats had been given great importance. As against the Western system of democracy based on two parties opposing each other, he suggested that they in India could draw inspiration from their tradition of panchayats wherein the whole village community functioned as one family, and decisions were taken by unanimity or near-unanimity. They should strive to

spread that joint family atmosphere in every village. While elections could not be avoided, they could, as far as possible, be unanimous; Panchayats and unions, which worked smoothly on the basis of unanimity, might be encouraged by incentives in the shape of additional financial assistance and greater responsibilities. Some States have built up such a system in the panchayat programme.

Expenditure on Education

In his convocation address to Rajasthan University, the U.S. Ambassador, Mr. Galbraith termed education both as an object of consumption and a form of investment for future production. "A developing country may rightfully regard its outlays on education as an investment," he said, adding that a developing country must evolve its own educational system in the light of its peculiar requirements of development. Referring to the controversy whether schools and colleges should come before dams and steel mills, Mr. Galbraith said recent studies in the U.S.A. had shown that outlays on education might bring a large increase in production. "A dollar or a rupee invested in the intellectual improvement of human beings will often bring a greater increase in national income than a dollar or a rupee devoted to railways, dams machine tools or other tangible capital goods," he added. Literacy was a "first indispensable step" to any form of agricultural progress. "Nowhere in the world is there an illiterate peasantry that is progressive." This is an axiomatic truth. Decades ago Getrude Williams said that all obstacles in the way of progress of this country will be swept away in the context of increased literacy. With the advent of the democratic form of Government the need to spread literacy has become imperative. State Government have therefore to spearhead a three Rs. movement side to side with the implementation of Developmental programmes.

Recruitment Policy

The Lok Sabha debate on the Union Public Service Commission's report for 1959-60 struck a new note. A member made the demand for the appointment of a high power commission to conduct a probe into the recruitment policy of the UPSC and to consider the specific issue whether it is the best instrument for the purpose for which it is set up under the Constitution. Mr. B. N. Datar had an easy time in disposing of the demand and further asserted that the UPSC was the best instrument for recruitment available in the circumstances, although there would always be room for a rational effort to enhance its efficiency and improve its recruitment policy. He made most of the point that during the year under discussion the UPSC's recommendations were accepted in all the 15,136 cases save one. But what was the proportion of departmental candidates who were confirmed in the posts to which they were recruited under "emergency"? Often, outsiders come all the way long for interviews with a sense of frustration that the entire

procedure is a bare formality intended to provide a permanent placing for departmental candidates. This impression prevails in most of the States also. Political favourites are recruited under emergency and they are allowed to continue for an indefinite period. If there are public criticisms against such recruitment then the recruits are allowed to take their chance before the public service commission. And the Commission would more often than not prefer those who are already on the saddle though some of the freshers may have better qualification. There are also cases where recruits under emergency are excluded from the purview of the Service Commission and confirmed by the Governments. It is often forgotten by those who lament lack of administrative efficiency that recruitment and promotion are basic things in the matter of administrative efficiency. Unless these are placed above board there will be discontent among public servants undermining the morale and impairing efficiency. The criticism is rife in some of the States that members of Public Service Commissions are lacking in independence and they would only be too ready to kow-tow to the Political Executive and those who are in their good books. The suggestion has also been made that Public Service Commissions should be better manned experienced administrators as well as educationalists being as a rule included in them. They should be people who could stand up and assert their rights. An Independent public service commission is a strong bulwark of Democracy and any Government which seeks to meddle with it is harming the cause of democracy.

Police Welfare

Art and handicraft goods produced by the members of the families of policemen were on view at the Madras State Police Families' Welfare Exhibition. The two-day exhibition, organised in connexion with the Madras State Police 11th Annual Athletic Meet, is the second of its kind. Mr. P. Kuppuswami, D.I.G. (Railways and Special Armed Police) said a number of welfare societies had been started in the State for the benefit of policemen's families and to keep their women usefully engaged. A variety of articles, such as mats, durries, garments, toys, knitting and embroidery work, worth nearly Rs. 1,75,000 were being produced every year by these societies. It is good that Policemen's welfare is receiving the attention it deserves at the hands of most of the State Governments. In Madras a Dairy Scheme is proposed to be implemented under which policemen's families can pool milk and sell the same in a co-operative manner to the public. Similarly a big housing project is also under way for policemen. But the administrative side of Policemen's duties also should receive equal attention. All work and no play make jack a dull boy. Promotion of welfare though necessary is not enough. Every policeman has to shed his authoritarian outlook and adapt himself to the ideals of the welfare State. Much has been said about the need for educating policemen in the correct outlook. But little progress seems to have been made. No doubt efforts are being made to inculcate the right outlook into the rank and file of policemen. But these efforts have to be

more systematic coordinated and wholehearted, if substantial results are to be produced quickly.

Farm Information Centres

With a view to transmit findings of agricultural research to farmers, Rajasthan Government will set up 400 Village Laboratory Farm Information Centres in the State during the Third Five-Year Plan. These centres would provide facilities for demonstration and discussion on various problems and programmes pertaining to Agriculture, Animal Husbandry and Cooperation. A provision of Rs. 70.00 lakhs has been made in the Third Plan for strengthening the Agricultural research work. A sum of Rs. 23.86 lakhs was spent against the target of Rs. 38.34 lakhs during the Second Plan period. Dissemination of information on agricultural research was taken up during the Second Five-Year Plan. To popularise this programme and make it more useful to the farmers, it is proposed to have 5 Mobile-cum-Exhibition units, one in each region. A provision of Rs. 10 lakhs has been set apart for this purpose. The State Government also proposes to have 3 to 4 Agricultural Graduates who have specialised in Plant Protection, Horticulture, Soil Conservation and Agriculture Engineering in all the important districts and blocks. Two other specialists one for irrigation and the other for crops would be posted at the headquarters of the Director of Agriculture. The future agricultural research is to be organised on cross commodity basis. Therefore, it has been decided to strengthen the existing Research Organisations and to set up regional stations. In addition to these, a sub-station for oil-seeds and sugarcane would also be established. A sub-station for fruit research is also proposed to be set up.

Efficiency drive in the Punjab

With the Third plan getting into its stride efforts are in evidence in many States as well as at the Centre to tone up administrative efficiency. News now comes from the Punjab of vigorous efforts being made in this direction. The O and M division in the Punjab started in 1955 has received periodical finishing touches and at present not less than five assessment units are functioning under its auspices. It is reported that so far there have been 1231 surprise inspections; explanations were called for from officers in 4554 cases and ended in punishment in 1990 cases. A new filing system has been introduced. Steps are being taken for a standing guide for public servants. Experiments for minimising administrative delays are under way. Time limit is being enforced regarding the submission of papers. Cases of more than three months will receive special attention. Proposals for the constitution of an administrative tribunal to deal with intricate pension cases are under examination. Release of technical officers from administrative duties is also contemplated. Disposal of public complaints within three weeks of their receipt is also envisaged. Decentralisation of authority consistent with administrative efficiency has been decided upon. These measures are good

so far as they go. But one is reminded in this connection of the maxim "Men and Not measures." What counts more is the personnel who operate the measures more than the measures themselves. It is a wellknown rule that any procedure however good they may be will fail if there is no intelligent and informed direction behind them. This fact is often lost sight of. The tendency is to pin faith in measures belittling the importance of men. This is mainly the reason why many of the administrative measures taken in recent times by Governments State or Central have not produced the results expected of them. Therefore side by side with measures steps are necessary to provide facilities to improve the efficiency of individual public servants. Facilities for the acquisition of knowledge have to be provided and it has to be ensured that such facilities are availed of by public servants. Service organisations have also to be harnessed to this end. Reading rooms and library facilities have to be provided in every public office. Essay competitions and Periodical lectures by experienced civil servants have also to be arranged. This educational aspect has so far received little attention.

Politics--A Mission

Mr. Krishnamachari, Former Finance Minister of the Central Government recently said that Politics as a mission had ceased to exist in this country. One is reminded in this connection of what Grover Cleveland once said "What is the use of being elected and re-elected unless you stand for something." From the days of the Greek City State it is an axiom that Politics is a means to an end and not an end-in-itself. The aim of Politics is to promote the welfare of the people. Man is a Political animal according to Aristotle and a society without Politics is one which can make no progress. The fundamental advantage of Democracy is that under it Politics are directed to serve the interests of the people at large and not any section thereof. Where this is not the case democracy is bound to come to grief. In representative democracy much of the success depends on the right type of people who are voted by the people. Bernard Shaw said that Democracy cannot rise above the human material of the voter. This is why Jefferson said that democracy is safe where all voters can read. If selfishmen who have special interests are voted as representatives or if prejudiced men whose hearts are filled with hatred are voted for or if corrupt men who want to take something out of the Government are voted for or if demagogues who are out to seek places of profit or power are voted for then the democratic form of Government is sure to fail. Burke in his memorable address to the electors of Bristol emphasised what ought to be the ideals of a true representative. He should be guided not by local needs or prejudice but the welfare of the country as a whole. He should not look upon his office as an opportunity for self-advancement but an opportunity for service. But unfortunately in most of the new democracies politicians are inclined to take a narrow view of their responsibilities and this has created much discontent among the masses and also undermined the faith of the people in the democratic form of

Government. All difficulties in the way of new democracies will vanish if politicians look upon their vocation as a mission and with a sense of dedication. This is the need of the hour.

Administrative Efficiency

It is good news that State Governments are fully seized with the question of promoting administrative efficiency through planned efforts. Judging from reports it is seen that these efforts are gathering momentum in most of the States. The Andhra Pradesh Government have established a committee of secretaries which meets every month to discuss *inter alia* questions of administrative efficiency. In addition, six coordination committees manned by secretaries to Government and heads of departments are functioning. The Assam Government has set up a committee for improving administrative efficiency with the Chief Secretary as chairman and senior secretaries as members. In pursuance of the recommendation of the Committee, an evaluation unit has been set up in the planning department to watch the progress of the schemes under the Plan. Stress has also been laid on the importance of arrear lists. Steps have been taken to assess the capacity of officers to supervise and enforce discipline, as also for eliciting information whether they possess certain basic qualities. In Gujarat a study group on administrative problems has been set up. Madras has established an administrative improvement committee. In Rajasthan a Cell system has been introduced in two departments to start with. One of the main features of this system is that the first noting in a case is done by the officer in charge of the cell and as far as possible a current is disposed of on the same day. All these measures are good so far as they go. But the question is whether the streamlining of procedure or tightening of the control alone is enough. What is more important is the quality of the human beings that are concerned with procedures or application of rules. It is common knowledge that much of the lack of efficiency in administration at the present day is due to the poor quality of employees. It does not serve any purpose to turn a blind eye on this fundamental fact. It will be just like treating the symptoms of a disease instead of the disease itself. In all countries in the West where at one time or other planned action was taken to improve administrative efficiency attention was specially directed to the improvement of the quality of personnel. Schemes for training them were implemented. They have been provided with books, journals and other literature; incentives were given in order that they might make use of them; essay competitions were held, evening classes and refresher courses were conducted. In our Country it is disappointing that adequate attention has not been paid to this aspect of the matter. This is apparently the reason why measures taken so far have not brought about any substantial results. Reading rooms must be established in all offices and these must be stocked with periodicals, useful for public servants. A library containing useful books may also be attached to each reading room. Public servants should have free access to information and

discussions should be encouraged among them. This is the only way of improving their efficiency. The scheme of reading room and libraries may be tried on a pilot basis by all States and the results watched. There is no doubt that the results would be encouraging.

Police and Public Cooperation

Recently a District Superintendent of Police lamented the lack of public cooperation. This is nothing new. Eversince Independence Police Chiefs, Ministers, Politicians and leaders of the public have deplored the lack of public cooperation with the police and have appealed for a change of outlook on the part of the people. But as in many other things these appeals seem to have fallen flat. It is clear from this that mere appeals are not enough. The root cause for the lack of public cooperation has to be tackled through proper remedial measures. In the first place the police has to live down their past reputation in the Police State where they functioned as the agents of a foreign government. They have to realise fully that authority has shifted from power to service with the advent of the welfare State. This realisation is however lacking. As a result they think in terms of the old set-up and the public consequently look upon them with the same prejudice as they did during the foreign rule. A major part of the blame in this matter must therefore rest on the shoulders of the Police. When politicians and others talk of the need for a change of outlook they forget the fact that such change cannot come about automatically. Instruction to develop this outlook is necessary, especially for the rank and file of the police. We have referred to this matter more than once in these columns but our words have proved a cry in the wilderness. Planned action is called for in this and the initiative should devolve on Public Relations officers attached to the offices of Inspectors-General of Police. In concert with the information departments in the States they have to draw up a programme of instruction for the rank and file of the Police force through oral, written and visual propaganda. At the same time the State Governments have to instruct the citizen in his altered role under democracy. The duty of the individual citizen under democracy does not stop with the election of representatives. The Government is his and he has to take a continuous interest in the affairs of the Government. Rousseau said : As soon as any man says of the affairs of the Government "What does it matter to me," the State may be given up for lost. Therefore social education of the citizen is also a matter of utmost importance. Of course there are social education organisers but what we need most is planned action and coordinated efforts.

The Executive and the Judiciary

Dealing with the relationship of the Executive and the judiciary Prof. C. J. Hamson of the Cambridge University recently said at Madras that it was fatal to the survival of the Rule of law if the verdict of the judiciary

in administrative matters is looked upon as interference with the administration. He pointed out that the interference of the judges with the function of the police by giving directions had been as much to the advantage of the police as to that of the general public. Good administration he emphasised is lawful administration. These observations are very timely at a time when there is a tendency to look askance at judicial pronouncements on administrative matters. The judiciary is the guardian of the citizen according to our constitution. Perhaps it is because of this that it has been said that the Indian constitution is a lawyer's constitution. In the United Kingdom the British Parliament is supreme ; but in India the judiciary is supreme. This is one of the vital differences between the U. K. Constitution and the Indian constitution. The framers of our constitution found the supremacy of the judiciary necessary in the context of the numerous social cleavages and regional differences existing in our country. And it is in the interest of the future of our country to respect the pre-eminence of the judiciary. Some time ago a retired High Court Judge observed that people in authority who may now resent the pronouncements of the judiciary as interference will revise their opinion when once they retire from power. Then they will realise how the judiciary protects the ordinary citizen from the encroachments of the Executive. An efficient and independent judiciary is a major contribution of the British rule and it is in our best interest to preserve this heritage intact.

Cleaner Government and Public Life

Mr. Douglas Hyde noted author and journalist speaking at Trivandrum recently said that the cleaner the Government and public life, the more difficult it was for communism to spread. The more corrupt it is the more the doors are open to communism, he added. More often than not we are tempted as Lloyd George observed to fight an idea or ideology by steel and iron alone. Ideologies or subversive forces arise as a result of environments. Bertrand Russel expressed this view when he said that a condition of widespread distress was a necessary preliminary to the spread of communism. Similarly Harold Laski said "Nothing is gained in any discussion of communism by treating it as a wicked doctrine which would never have arisen if a handful of criminal adventurers had not devoted themselves to its propagation. Like any other system of belief it is the outcome of its environment and its acceptance by large bodies of men is no more natural than their acceptance of other creeds." Poverty says an American writer is the greatest fifth column for communism in Asia. The combating of poverty and the maintenance of a clean and efficient administration is therefore a matter of vital importance in the eradication of subversive ideologies. This fact is of course widely recognised but efforts to tone up administrative efficiency need more steam being put into them. The rural areas are

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Personnel Management

K. SWARUP

Since Independence we are making headway towards Industrialisation of the country in order to provide a square meal to all the population of India and raise their standard of living beyond mere subsistence. This is being done on the basis of planned economy and priorities are attached to various phases of industrialisation in the Five-Year Plans. Our resources are scarce. Skilled manpower, physical plant and equipment, raw materials, domestic capital funds and foreign exchange are in short supply. The ambitious scale of our planning, therefore makes it a matter of great public concern that these resources are wisely and carefully employed for the betterment of our people. How can this be done is the problem that is facing us.

Basically our main aim is to create an environment in which the benefits of economic development must accrue more and more to the relatively less privileged sections of the society. This, to my mind, is the rationale of our planning and the system of mixed economy in which we have decided to work will be judged by the contribution it makes to the common good.

Mixed Economy

Let me explain what is meant by mixed economy. Economic progress in the modern world requires a variety of talents and forms of organisation. In certain fields the best form of organisation will be a Co-operative; in others it may be Joint Stock Company and in some others State ownership or management may be essential. A mixed economy, therefore, is very necessary for developing different types of institutions to take care of the large variety of activities in a modern society and at the same time provide a clear and purposive direction to the economy.

In the last ten years, we have succeeded in making a beginning in many ways, an encouraging beginning, in accelerating the pace of economic development. All over the country there are signs of change. Output has increased in various sectors of the economy. National income in real terms has increased by some 40%. The rate of investment in economy has gone up very considerably in the last ten years from about 5% in 1950-51 to about 11% in 1960-61. In the Third Plan, it is proposed to increase the rate of investment further to some 14% of national income.

Those who have the responsibility of managing these assets are in the position of trustees on behalf of the community. They would be betraying this trust if, through inefficiency or carelessness, they fail to derive for the community the maximum benefit in terms of efficient production.

The opportunity for private enterprise has grown very rapidly in recent years, particularly with the shortage of foreign exchange. The Indian market today enjoys a considerable degree of protection. In an environment of this

kind, there is often a temptation to reap undue profits by taking advantage of temporary shortages. There is also another and more insidious effect of the sheltered market. It is to blunt the edge of incentive for increasing efficiency or productivity. The urge for continuous effort to improve management practices is absent, as the normal checks and balances of a keenly competitive market are not there to pull up slackness and inefficiency.

Role of Management

The role of management, therefore, becomes all the more important. Moreover, the running of business or industry by the owners of capital is no longer considered an inalienable hereditary right. By far the most important reason for the rise of a professional manager is that the ownership of capital has come to count for much less than the ownership of ability and knowledge. We in India seem to be following the trend of western industrial countries in this respect. All the successful firms which are contemplating consideration, expansion or setting up new units are having to worry more about from where to find men rather than from where to get money. Experience bears out that even a moderate expansion in economic development programme tends to strain the available resources of management personnel, especially at higher levels. There is even the danger that we might have to slacken our pace of economic progress for lack of trained managers. Hence the pressing need for a wider diffusion of the principles and practices of sound management.

Today's crisis demands businessman's leadership in the field of human behaviour. We cannot hope to survive long — not in freedom atleast — if decisions are made irresponsibly, that is, without a consideration of general consequences. Without dedicated men and women in the past, exercising disciplined consideration of such of their activities, none of the great traditions we have inherited would have survived. To rise to their full stature, the Indian businessmen must shoulder the burden of heavy responsibility.

Interestingly enough, India in its early British Civil Services Cadres and in its Commercial and Industrial factors and agents, had the first professional managers in the world with a degree of dedication that only recently has begun to appreciated. The best definition of Delegation I have read was of a Commissioner in Sind at the turn of the last century, saying to a young Assistant Commissioner: "Young man, this is your district. Go and work in it. If ever you need my help, come and ask. But if you come to ask too often, I shall wonder whether I have put the right man in it."

Most of the criticisms today is reserved for the Indian sector of business and industry where, it is said that professional managers still take only the second place to the family.

Selection and Training of personnel

Business in India, as anywhere else, begins with the self-employed, who first takes in his sons, then brothers and nephews, and only when he

has exhausted the family, does he go out, but then to his caste and community and after that to his town and then the region. A large Indian concern with several hundred branches all over the country, till only recently had not taken a single branch manager who did not belong to the province of the proprietor. What is more, few of its senior staff were not related or known familywise to the Chairman. Nepotism in India is considered a natural proposition. Whom shall I trust more than my sons and relations — strangers? Nevertheless, slow though the progress of professionalisation and delegation of responsibility to management may be in Indian business, it is moving ahead and it is only a matter of time before it catches up. The important thing, therefore, is that we must leave no time and no energy to train the professional managers in the best traditions and give them the necessary background to produce the results that we expect. All-India Management Association and National Productivity Council are doing a lot in this respect and we should take full advantage of these courses.

We have to overcome several pitfalls in training our managers of tomorrow, and it may be worthwhile to mention a few of those here for the benefit of the members. Ours is a hierarchical society in which strong traditions persist of respect for seniority and age. The elders command respect for their views from the younger, irrespective of the quality of those views. They equally expect to be always consulted. It is not done to challenge their opinions, nor are the young expected to take the initiative certainly never without consulting and getting their blessings. Another factor of our society is loyalty to family, caste and community. The Joint family and the caste system demand a joint responsibility and anyone who is better off has to help the less fortunate. The strong must help the weak.

Administrative efficiency

The modern industrial and commercial system demand strict impartiality to function efficiently. A man in charge of the job must do what he thinks right and without too much consulting and leaning upon his seniors. It, therefore, means that we must choose the betterman, at all costs. If you have the inefficient, help him, but not by putting him on top of someone clearly of greater merit. Another thing that you must remember is that where progress in the past depended upon experience and philosophical thought, it needs today daring research and innovation.

Another aspect I would like to deal with, is the tradition that misunderstands power. To us, power connotes its exercise in direct proportion whereas the relationship should be totally indirect. The more power there is, the more carefully and less often should it be exercised. Connections should be between power and responsibility and not between power and the show of authority.

Our tradition to loyalty and religion contradicts industrial progress which is ultra regional in its demands. India has an interesting phenomenon,

that while its lignite is in South India, its coal and iron in Bihar and Orissa, its water power in Western Ghats and Himalayas, its oil in Assam and Gujarat, its oil seeds in the Deccan and wheat and millets in the North and so on. In short, there is no self-sufficiency in any part of India, and therefore, the harnessing of our national resources has to be done on a supra-regional basis and not in terms of narrow, uneconomical, inefficient regionalism. In any case, the markets lie all over India and no one is foolish enough to say that he will only sell in his region if he can see a wider market outside.

It is then for these new tasks that we have to fit our future Indian executives, who will see the problem in the national light rather than through narrow family, caste or regional considerations. Fortunately, our regional characteristics, rather like our physical resources, also vary and complement each other. The South Indian has his brain and balance; the Bengali his sensitive mind; the Punjabi his extrovert competence; the Gujarati his shrewd and constructive business sense; the Maharashtrian his austerity and loyalty to work, and so on. Executive talent must, therefore, follow a national pattern by the selection of the best men from all parts of India and fusing them into an all-India class. The future professional manager that I visualise should be of an all-India type. His loyalty is not to the family, caste and community, but instead to his organisation, to the society in general and to the country. Family control gradually disappearing, atleast in the larger units, and replaced by professional management in which inherited management will have no part to play.

Another important drawback that I notice amongst our managers and executive is the lack of power to work as a team. It may have been alright in the old British days to show your ability and win the limelight, but now that Indians are occupying — or will be soon occupying — the key positions, it is important that good team work, good team spirit should be inculcated in us right from the beginning. A good team can make a world of difference in the functioning of an organisation. With the present concept of business management where specialisation is coming more and more into the picture, it is very important that due consideration should be given to the views of everyone concerned before coming to a decision, and then all the members of the organisation should make a point of seeing that decision is put through without any reserve and to the maximum advantage of the organisation. The idea of joint responsibility should be developed and we should get away from the notion that "I opposed the idea, but so-and-so stamped it on us". The main function of good personnel management is to knit together the personnel working in an organisation into a team with high potentialities. A lot of planning has to be done to make the management achieve the targets for it, and once decisions are taken they must be pushed with zeal. The manager must inspire, and encourage people to work at a maximum productivity. He must motivate them to work — an integral part of executive action. The next phase of executive action is communication.

Not only a manager must tell others what he wants but also know what they want. Communication for long was considered a one-way flow downward. Now, however, it is realised that it must be three-way movement; up, down; and across the organisation — before it can be fully effective.

Controlling is another managerial function which must be laid great stress upon. Management control refers to the process of evaluating completed work and work in progress, to ensure that it is carried out according to plan. Personal inspection, though an obvious method, has limited applicability since it limits the scope of a manager's controlling ability to the span of his physical observation. Far more effective is the development of a system of control which alerts him only when things are not working out as planned. The first step in this control system is to establish performance standards as a basis for measurement. The most effective and logical approach is to use the plans originally developed as the basis for measurement. The next step is to measure the work completed and in progress against these standards. For a dynamic and sympathetic personnel management it is important to know what is not going according to plan and to take corrective action in time. It so very often happens that due to certain impulses certain situations are created and if corrective action is taken in time, normally will be reached much faster than otherwise.

Building up Fellowship

After the Central Government Employees' Strike in July 1960, certain misgivings and ill-feelings had developed amongst the staff in the Integral Coach Factory. Corrective action was taken immediately and the Motto for 1961 was laid down "TO BUILD FELLOWSHIP" with the caption—

"In whatever you do, ask yourself—

Is it fair to all ?

Is it the truth ?

Are you honest in your efforts ?

Is it beneficial ?

It is surprising how this corrective action was able to establish our old relationship and in spite of stiff action having been taken against some of the delinquents, the same teamspirit, the same fellowship has been re-established. Let me recapitulate now briefly what I have said.

1. In an expanding economy it is necessary to utilise our limited resources to the maximum advantage.
2. The economic profits should be shared in proportion, to be agreed upon, between the capitalists, consumers and the labour.
3. Delegation of powers should be as wide as possible.

4. The actions of the management should be impartial. Regional and family considerations should not weigh,
5. Research and innovation should find its rightful place.
6. Authority should not be shown but very tactfully employed.
7. The aim of the management should be to build a hard-hitting team in fighting trim, to take on any challenges.
8. Planning and controls are the two essential features of the managerial functions.
9. Good human relationship should be built. Necessary weapons are understanding of the rising expectations of the persons working with you, giving them a fair deal and having a sound communication system.
10. It is important to take corrective action in time.
11. The management must be able to inspire and impel the men working under them.

If we bear in mind some of these fundamental principles, I am sure that the bugbear of the Union which sometimes even stirs us in our night sleep would be dispelled. As you would see, our Motto last year was "*to build fellowship*". This year I am going to have a Motto which will inspire and impel the men to give the best.

Before I conclude, I would remark that the most decisive and vital element in any organisation, whether it be business or Government, is neither the machines nor the amount of capital nor again the quality of material, but the people. The German Industrialist, Krupp, is reported to have said : "Take away my machines, but leave me my people". Andrew Carnegie is reported to have said, when his plants were reduced to ashes by a raging fire : "Leave me my management and I shall rebuild the plant".

It should, therefore, be our aim to leave no stone unturned to build up the character, the skill and the ingenuity of the goodmen of India, if we want to prosper and compete in the world market.

Reward

The reward of a thing well done is to have it done.

Folk High Schools in Denmark.

JENS ROSENKJÆR, M.Sc.

The Danish Folk High Schools, so well known abroad, are deeply rooted in Danish tradition. At first most of the young students came from the country, but in recent years the number of town students has been growing. In the summer whole families can now spend their holidays there.

The Folk High Schools are a characteristic feature of Denmark. They have long since spread to other Scandinavian countries, where they have been adapted to local conditions. Other countries, too, have adopted them. Many educationists visit Denmark to study the schools.

The Folk High Schools were a part of the democratic movement of the nineteenth century, which demanded a free constitution and popular government. Before these could be achieved, the people had to be educated and become democratically mature. No one realized this more clearly than N. F. S. Grundtvig, the clergyman, hymn-writer and historian. Though not himself a schoolmaster, he was the creator of the Danish Folk High Schools, which he advocated in speeches and in writing. The first school was founded at Rodding, in south Jutland, in 1844. Askov, now the largest Folk High School, came later. The energetic educator who influenced the character of the numerous schools established in the following years was Christen Kold. He used to say that he had to "set the young people going so that they would never stop." Today there are about sixty of these Folk High Schools all over Denmark, and they are attended by thousands of young people. Some of them were founded by individuals, but most of them were started by groups. Some serve certain localities or are devoted to particular social, religious, or educational causes. In the course of time many branches have sprung from the old stem. Church and labour groups have built their own schools. Some schools, such as the gymnastic and nursing high schools, are partly vocational. All have one important aim in common: they gather young adults (students must be over 18) for a voluntary attendance of several months for general education and development of personality. Vocational training is not the primary object; no examinations are held and no diplomas are given. The great majority of the students come from practical occupations and return to them when they leave the school.

Almost from the start the Government has given generous grants both to the schools and to students. The grants are liberally allocated without religious or political discrimination. The only obvious requirement is that the teaching should be of an adequate standard.

At first and for many years the majority of the pupils came from rural districts. Denmark was predominantly an agricultural country. Though

non-vocational in character, the schools exerted a considerable influence on the development of Danish agriculture. They helped to create the mental and moral maturity, the feeling of fellowship, and the desire for co-operation which have characterized our farm youth. The great Cooperative Movement was one of the results.

It was some time before the schools made much appeal to city youth. Working conditions in town and country are different; it was easier for young farmers to attend a high school for a few months in the winter. In recent years the number of pupils coming from towns have been steadily growing. Young people themselves, as well as many of their employers, are beginning to realize that vocational training, necessary though it is—and there are ample facilities available—is not enough.

It has often been said in educational debates that we need not only people good at their jobs; we need *whole* people. Many young people in large towns are often lonely, missing fellowship and contact with others. The Folk High Schools have something to offer them.

The schools are residential, and they are often located in peaceful and beautiful parts of the country. They offer good comradeship and fellowship. Young people from different environments are thrown together, from the country and from towns. Because they come voluntarily and are not bound by examinations, they are particularly receptive to the material provided by the lectures, discussions, and study groups.

In many quarters there is thus a growing awareness that alongside vocational training there is a need for schools of a freer and more personal approach, schools which can give deeper meaning to life and an understanding of social problems. Efficiency in a man's daily work is necessary and valuable. Yet now, perhaps more than ever before, the need is for more than an individual performance; it is for a more active and understanding relationship with our fellowmen.

A High School Holiday

The Folk High Schools are reaching out to increasingly wider circles. Thus some years ago they started short courses, which have recently become summer schools, lasting a fortnight or a month, and are often organized in all parts of the country. In many cases Government grants are paid to the students attending these summer schools, and the attendance is growing. The students experience the healthy atmosphere of a Folk High School and are mentally stimulated. Several schools have now started special summer schools for parents with young children. The children are looked after when their parents are in school. Many of the subjects taught on these courses are of special interest to parents: child psychology, the family and the community, special problems of the young, and so on.

In this and many other fields the Folk High Schools are continuing to build on their original foundations and to adapt themselves to the many changes which our times are witnessing.

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The Village Level Worker

PROF. Y. VITTAL RAO

Everyone knows at present that Community Development in India is a co-ordinated programme of rural welfare, and we may call it as an improved version of the Firka Development Scheme of Composite Madras State. The key figure in the Community Development Administration is the Village Level Worker (Gramasevak). He is the pivot of the whole Community Development. Village Level Workers of S.S.L.C. Standard are selected, and after due training for a period of two years and 3 months apprenticeship in all the technical aspects of the Plan are turned out into multi-purpose workers. The main work of the Gram Sevak is to assist the several Extension Officers and aid them in their duties, in the different fields of development. Considering the variety of work and the necessity to deal with different officers, it is thought that care must be bestowed in the selection of Village Level Workers. Good prospects also should be ensured for Village Level Workers who show good work, according to Sri V. T. Krishnamachari, in his "Community Development in India." According to *pro forma* for the progress report appended to the Diary of the Village Level Workers, the different kinds of work to be attended to by the Village Level Workers are:—(i) Agriculture:—improved seeds distributed, areas covered under improved seeds, seed farms laid, manure pits dug, compost pits dug, area covered under green manures, prosopis for live fencing distributed, chemical fertilisers distributed, other manures like oil-cakes distributed, urinal trenches laid, improved implements distributed, reclamation, demonstrations held cultural varietal and manurial, number of holdings taken up for demonstration, area covered under Japanese method of paddy cultivation, crop-yield competitions conducted, subscribers enrolled for "Padipantalu", economic seedlings planted, area brought under fruits, kitchen gardens laid, vegetable seeds distributed, area brought under vegetables and area cultivated under fodder grass. (ii) Fisheries :—Wells or tanks charged and fingerlings supplied. (iii) Irrigation ; (iv) Animal Husbandry ; (v) Co-operation ; (vi) Local Boards :—Panchayats constituted ; women enrolled as members and non-statutory bodies like village councils, Vikas Mundals etc., established. (vii) Introduction of Thrift:—Hundi boxes distributed, Savings collected, and celebration of thrift days. (viii) Communications. (ix) Education and Social Education :—New Schools, improvement of existing schools, schools converted into basic, A. L. Centres started and functioning, Adults trained, Community entertainments, Youth Clubs, Mahila Samities or Mandals, Community centres, reading rooms and libraries, parks laid, wells cleaned, village camps, youth camps, children's camps and radio listening groups formed. (x) Health and rural sanitation; (xi) Housing and (xii) Rural Arts and Crafts,

Responsibilities of V. L. W.

An enumeration of the several heads of activities to which the Village Level Worker has to attend, enables us to form an idea of the magnitude of his responsibilities and the skill needed for discharging the same. It should be noted that the intention of the Village Level Worker's position in the set-up of the Community Development is to be that of an adviser and an assisting officer. The Extension Officers concerning the several departments are expected to execute the several kinds of work, in the light of his suggestions. He is the Chief Liaison Officer between the people and the block officers—that is, Extension Officers and Block Development officers in the Block. The responsibility for the progress in the Block for the execution of the work in the various fields cannot however rest solely on the Village Level Worker. It is the Collective responsibility of the Extension Officers under the supreme direction of the Block Development Officer, the Chief Administrative Head of the Block, advising at the same time the Panchayat Samiti in its work of Policy framing, direction and control.

Difficulties in the way

A few observations made by those interested in the study of the Community Development may be noted. "Difficulty arises from the persistence among officers at all levels that their proper relationship to more junior officers is merely one of transmitting orders and instructions. This leads to inadequate upward communication from the officers who work closest to the people and means that the most senior officers who are responsible for the training and the administration of the programme tend to remain out of touch with the actual problems and difficulties of the field workers." (Prof. T. R. Batten in "Kurukshetra—October 2, 1960). A cynic's glossary by Surasen while defining the different terminology in the Community Development has described a Village Level Worker as "an improved scientific multipurpose agricultural implement least intelligible to a farmer." (Kurukshetra—Oct. 2, 1960)

The Solution

Two points emerge from the above statements, namely that the Senior Officers are out of touch with the actual problems and difficulties of the field workers, and secondly the Village Level Worker seems to be least intelligible to the villagers. From actual experience of the set-up in the Blocks with Block Development Officers and Extension Officers, the position of the Village Level Worker appears to be rather an embarrassing one, with the bureaucratic control on the one hand and the independent indifferent villagers on the other. When the real men on the spot are the Village Level Workers, there has been a tendency on the part of the officers not to treat them as they should be. The Village Level Worker is held responsible for not attaining the fixed targets, while he is solely dependent for execution upon the Extension officers. He is supposed to command respect from the villagers,

but the Gramasevak puts up a poor show with the villagers who do not take him seriously considering his status and the treatment he gets from the superiors. The status of the Village Level Worker must be such as to be the Director of the activities with a degree of economic contentment. He must be something like a Development Inspector. But what is the scale given to him?—an L.D.C.'s Scale with a fixed T.A. He is less in status than Health Inspectors, Veterinary Livestock Inspectors and Agricultural Instructors. Naturally the question is asked as to why a post with such heavy burden of duties should not have a higher scale of pay in order to enable efficient men to cling on to the service. A dissatisfied man is a bane to the Community Development work, and the Government have to fix him at least at the level of Sub-Inspector of Police or Deputy Tahsildar. Then only, he will have adequate status to command the esteem, regard and confidence of the public. The Block Development Officers again must be those who can infuse confidence and get the work done not by cracking the whip but by imparting and developing a sense of participation with a due sense of patriotism.

Further, the Village Level Worker's attention should not be diverted by other kinds of work for immediate gains like National Savings work for which separate officers are in existence and the collections of Mela subscriptions. Moreover, the Village Level Worker is not given the assistance of any menial staff, and he is expected perhaps as 'a multipurpose worker' to be 'a full-day labourer too.' He has jurisdiction over 5 to 16 villages covering an area from 5 to 10 sq. miles. He has to store implements and medicines, and no house rent allowance seems to be paid to him. There are Public Relations Officers appointed for propaganda work connected with the Plan. We are not sure if District Public Relations Officers visit a village at least once in two years. The propaganda work has to be done by Village Level Worker. The Village Level Worker's position and the scope of his responsibilities are not clear. His economic condition and status at present are not in keeping with his duties. The hierarchy of officers in charge of rural uplift have yet to understand the real spirit behind Developmental activities through the agency of Village Level Workers.

(Continued from page 7)

acres, exports of this in 1960-61 exceeded home consumption. Three-quarter thousand million pounds more milk are now available from 250,000 less cows. Research, and its practical application through extension, are responsible for these big strides. The extension service is the link between research and the farmer. It encourages the application of research through group meetings, demonstrations, tour, visits, radio and television programmes, news articles, books, and other practical teaching methods.

Administrative Decisions

T. BAPIRAJU

In Democracies Parliament is the supreme authority. It decides the Political policy and passes legislation. Since the pressure upon parliamentary time is great and since it does not have the expert knowledge in the field of execution it devotes itself to principles of legislation. It is the duty of the civil service to execute it. The Civil Service has to decide the administrative policy before the execution actually begins. The greater the unit of jurisdiction the more the personnel are concerned. Before embarking upon implementation the Civil service makes the Administrative decision as to how they have to do it.

Speculation Versus Decision

The Twentieth Century Chambers Dictionary defines the word "To decide" as "to determine, to end, to settle and to resolve." It does not give the true significance of the use of the word in administration. It is a decisive factor in administration but not an end in itself. Decision has to be made at all levels of execution. In the administrative terminology it is a conclusion of thought over a given problem. It is to arrive at a conclusion in the light of given facts. It is to estimate the possible turning of the tide in administration. Time demands a judgment in regard to certain matters and on the merits of the case. It is sometimes called speculative. Decision differs from speculation in the fact that the latter is a gamble. Decision expects a good understanding of the working of the organisation and a foresight over the possible developments given the present. This foresight or forethought is only possible when the executive is calm and coolheaded and never gives away to any emotion. He must have a detached and disinterested outlook. He must also keep in his mind the spirit of the service. The executive must always bear in mind that there is a hair thin distinction between speculation and Decision and that the latter turns out into the former if carried out by emotions. A hasty and ill-conceived decision is no better than an untimely prescription of a dose of medicine to an ailing patient.

Importance of decision-making

Decision making in any field of activity occupies a prominent place. Many are confronted with the occasion when a decision either way is but an essential. In the case of the individual he is the only sufferer, but in administration whether private or public the entire organisation comes to suffer by the delay or avoidance of taking a decision. It either leads to an expansion or liquidation of the organisation. It is a precision instrument and a yard stick to measure the mental equipment of the administrator. He must have the necessary calibre and a will to follow whatever be the Decision. When once it is reached and the execution is the next step the administrator "must dismiss absolutely all responsibility and care about the outcome. It is the failure to arrive at a fixed purpose, the inability to stop going round and round in maddening circles that drives the

men (at the top) to nervous break downs and living hells." As with the times the necessity of a certain decision also varies. It is this variability that brings in a coma or catastrophe.

Decision making can be conveniently classified into three types according to the period of time—Decision on the spot, short term decision and long term decision. These three types are self explanatory. In the case of a failure Decision on the spot is known as Rash Decision. It is this quality that decides an administrator. It is no matter whether the result of the decision is negated but the making of the decision is essential. The rest two afford some time to the administrator in variable degrees of duration. They also afford an opportunity to toss over and bide the time. The administrator can thus safely come to a conclusion. They offer also scope for rectification. They mean that today's problems may need a Decision tomorrow or in course of time. But in the case of the Decision on the spot it does not allow any time and expect the administrator to be ready with a final say on the matter. Nowadays some snap questions are being asked in the interviews to evaluate the candidate's capability to arrive at a conclusion and thereby to eliminate neurotic persons.

The effects of any decision are to be studied in the light of the internal and external set up of the organisation. Internal set up may mean either the Inter-sectional or Inter-departmental. While deciding an issue the administrator has to consult the subordinate staff. It is a usual practice to call for a conference of Departmental heads in the case of a decision to be reached by Government. But the same procedure is absent in the case of Head of a Department. The "Head" may not like to consult the subordinate staff. Nevertheless it is necessary if one is to get the subordinates interested in the work. Decision external relates to matters concerning the organisation in general and its relations with other organisations.

Co-operation and Co-ordination

While making a decision two things *i.e.* Co-operation and Co-ordination, must be borne in mind. They are the two essentials that help to regulate and successfully carry out the execution of the Decision reached. Co-ordination can be achieved by an analytical study of the problem with the staff concerned. Co-operation at all levels and at all times is essential. It has to be achieved while starting on the execution. Nothing whether it be a statute or a law can be effectively executed unless co-operation of the staff is secured. It is a relative term. It needs an insight into the psychology of the staff. The subordinate staff may not perhaps refuse but may show some lethargy on one pretext or another. It necessarily leads to delay.

It is common for some people to shirk taking decisions lest they should be made to feel the brunt of the ill-effects. So they try to pass on the 'File' to others. A good administrator does not shirk his responsibility. He persistently and consistently pursues it till the end. It is an 'Iron will' that won laurels for the late 'Sardar Patel.'

Control in Administration

UNICORN

Administration as everybody knows is a co-operative effort in which a number of people work together for a common goal. The need for ensuring that the work is done properly so that the common goal is properly achieved is therefore implicit in the very nature of administration. When for instance a dozen people do a job it has to be seen that each does his work properly and that the job is done within the prescribed time. This is the essence of control. Henri Fayol has defined control as "Verifying whether everything occurs in conformity with the plan adopted instructions issued and principles established."

The first thing to be noted about control is that it should be timely. Control to be effective must be applied in good time. Not only that. It must be backed up by adequate sanctions. Control has no meaning if the shortcomings that have been brought to light as a result of control are not remedied. The main remedy consists in proper action being taken to prevent the recurrence of such shortcomings. This is the essence of sanctions.

In public administration there are mainly three forms of control, namely, judicial control, political control and control in the form of internal checks. The purpose of judicial control is to see that the provisions of the constitution are not violated in the day-to-day administration and that there is no miscarriage of justice as far as the fundamental rights of the citizens are concerned. In a democracy the quality of political control which comes next is a major factor in administrative efficiency. Observes F. W. Riggs "Let me point out too that an increase in bureaucratic power by no means assures improvement in administrative efficiency. Quite the contrary it is only when non-bureaucrats are powerful enough to control and reward officials for faithful performance of their duties, when policies to be implemented can be clearly prescribed that we expect a high level of administrative output to be reached. If officials are free to determine their own tasks would we not expect them as ordinary human beings to take advantage of the opportunity to do as they please to oppress the public to give themselves as many advantages as possible"—Thirdly there is control in the form of internal checks. This control is exercised in different ways.

Firstly this is exercised through written procedures, manuals and codes. All these are invaluable tools of control inasmuch as they ensure that things shall be done in the prescribed way calculated to achieve the purpose in view. Deviations can be easily detected and remedial action taken. But this method of control has its shortcomings also. Unintelligent and literal adherence to rules or procedures may lead to delay, injustice in individual cases and discontent amongst the public. Too many rules sometimes also fetter the discretion of officers and thus discourage their initiative and creative outlook. Control is also exercised through periodical reports

from subordinates to superior officers. The value of these reports depends on their accuracy and their promptness. Vague and rambling reports do not help the controlling authority. Reports have to be lucid and matter of fact and they should be well documented. Arbitrary statements or presumptions should be avoided in reports. Inspections constitute another means of control. Prof. White defines inspection as the examination and evaluation of some matter with reference to the standards of public policy. Inspection involves the examination of the activities of the employees in an organisation in order to judge the standard of their performance, to detect and punish inefficiency or dereliction of duty. It is one of the oldest devices of administrative control. The old conception of inspection was mainly authoritarian. Its principal object was fault finding. This has created a dread for inspection. But this dread has no place in the modern conception of inspection according to which the purpose of inspection is to find out the difficulties of employees and to guide them in their work. In other words inspection is now for assisting the employees. Audit is yet another means of control. This is intended for securing compliance of the financial policy of the organisation to see that funds are got sanctioned in time, to see that they are economically used and to see that there is no irregularity of expenditure.

As far as India is concerned there is much laxity since Independence, in respect of political control and internal checks. Judicial control has been much in evidence and this is because the judiciary occupies a pre-eminent position in our constitution. It is the ultimate guardian of the rights of the citizens and public servants as well. In other places for instance in Scandinavian countries there are administrative tribunals to deal with cases of irregularity and injustice in public administration. They also exist in France. Here there are no separate organisations and so ordinary courts of law are vested with the right of interference. As regards political control it was handicapped by serious difficulties. The politicians were new to the exercise of authority. Of course every where in democratic countries politicians who constitute the political executive are laymen, but they are closely advised by civil servants, and ordinarily they trust the latter and follow their advice. Here because the civil servants were till the dawn of independence agents of a foreign Government seeking to carry out the behests of the foreign Government against national interests they were looked upon with prejudice by most politicians. They were also often not trusted implicitly. Their advice was not infrequently ignored in the interest of the party in power. Consequently Civil servants became frustrated and they lost their enthusiasm. This had its repercussions on the control they were expected to exercise. Again in a land of castes, creed and communities the political executive were responsible for much nepotism and this also reacted badly on administration. The cumulative result of all these was that control in the different spheres of administration became exceedingly lax contributing in an effective manner to the general decline of administrative efficiency.

The control exercised through internal checks also proved unsatisfactory. Public offices came to share the general lack of discipline that followed the advent of independence. As a result there was no obedience to superiors by subordinates; there was no respect for subordinates by superiors; there was no teamspirit, no enthusiasm in work. This has led to a number of shortcomings—laxity in the observance of rules and procedures, delays, unsatisfactory maintenance of registers and other records, ineffective supervision and awful deficiency in a sense of responsibility on the part of the bulk of public service personnel.

The picture that merges is thus a distressing one. Authority is the most effective means of exercising control and the most important fact about authority is that it should be left to be exercised by those vested with it in an unfettered manner. It is because that the exercise of authority is interfered with by others that control becomes ineffective. Similarly there should not be any discrimination in the application of sanctions when as a result of control such sanctions have been found necessary. Now even when irregularities are discovered as a result of control those who are guilty of such irregularities are left off without any punitive action against them. Delinquent officials pull wires effectively. When thus grave irregularities are left unpunished the morale of public servants suffers with its consequent impact on efficiency. Discrimination in the matter of dealing with administrative delinquencies has done much havoc since independence in undermining efficiency.

Therefore in the matter of improving administrative efficiency it is important that control of the activities of public service personnel at various stages is vitalised and the impediments in the way of doing this ruthlessly eliminated. The responsibility in the matter rests on the respective Governments.

Law of the Government

The happiness of society is the first law of every Government.

ANON

Leadership in villages*

Anything is possible in villages with good leadership said Mr. Brayne one of the early pioneers in rural uplift in this country in the twenties of this century. In the nature of the conditions obtaining in villages good leadership is an indispensable factor for the success of any rural effort. During the period of the foreign Rule our villages were no better than rural slums. The people were steeped in ignorance superstition and squalor. They lived a sub-human life always struggling helplessly against the enemies of progress. Their continual dependence on the monsoons, their subjection to natural calamities, the exactions of ruthless money-lenders and the harassment of petty government officials had made them pessimistic and discouraged their enterprise and initiative in anything. Their notion that they were helpless before the decrees of Karma totally deprived them of any incentive in matters relating to their material improvement. In these circumstances it was too much to expect them to rise by their own bootstraps without proper leadership.

The question of proper leadership came to the fore with the inception of Community Development projects. The success of these projects depends on the co-operation of the people and this co-operation cannot be easily secured except through selfless local leaders. That such leadership has been wanting in many parts of our country since the inauguration of Community Development programmes is a matter of common knowledge. The poor progress made under the scheme is traceable among other things to the lack of rural leadership in many places.

This does not, however mean, that there are no exceptions. There are certainly silver linings in the sky. Some of these are mentioned in the book under review. It deals with personalities who have shown the way in the sphere of rural improvement by their examples of willing sacrifice and devotion to the cause of public welfare. In one village for instance where there was a notorious scarcity of water a lonely woman took up the lead and started digging a well. At first there were scoffers but later when the effort showed signs of success other villagers joined her and completed the well. This not only solved water scarcity but the idea of self-help generated by a solitary woman's effort caught fire and the whole village became infected with a new fervour resulting in the village being covered with a network of wells. In another case an old dilapidated village was transplanted in a new site with neat small buildings primarily through the efficient lead given by the project Executive officer. He provided the right type of leadership which drew upon the vast reservoir of latent energy of the villagers. This is a capital instance to show how officials can provide inspiration and mobilise public enthusiasm. In another village periodical

* They showed the way by S. N. Battachariya. Published by Thacker Spink & Co., Calcutta-1. Price Rs. 4.

floods proved a perennial source of havoc. This was remedied by villagers joining together under good leadership and building a dam which not only controlled floods but served to irrigate more lands. Fishermen in another place who were victimised by intermediaries gathered together and formed a co-operative society which later proved to be a great boon to the whole village. A scheduled class woman in another village donated her whole life savings for the opening of a dispensary. She had been an eye-witness to people suffering and in some cases dying prematurely for want of timely medical help. Her donation formed the nucleus of a fund and others soon of a fund followed so much so that a good dispensary came into being quickly. A similar self denying effort in yet another village led to a vast advance being made in the cause of adult literacy. A wave of enthusiasm was kindled for learning the three R'S with the result that adult illiteracy came to be largely wiped out.

The conclusion one reaches from all these is what Brayne said that with good leadership anything can be achieved in an Indian Village. Two or three other points also strike the readers' attention. One is the importance of dedicated officials. Officials who do not know the psychology of the rural folk cannot achieve anything; officials who do not know rural problems inside out cannot make any mark; officials who look upon their jobs merely as opportunities for self advancement cannot advance the cause of rural improvement. Again in all these cases felt needs were given priority. It is common experience that villagers will come all out to co-operate when they find that their most urgent needs are being attended to. During the British period the Government never cared for what people wanted. They laid out their own plans and strove to carry them out. The result was that the villagers were apathetic.

Books such as these are bound to provide inspiration in rural uplift work. K.

Democracy

Democracy is the progress of all through all under the leadership of the best and the wisest.

MAZZINI

Leaves from History

Jefferson on Democracy

RESEARCHER

At a time when democracy is on trial in parts of the world and when in India it is holding its own against heavy odds it may be refreshing to recall the views of Jefferson the noted American champion of democracy. The Jeffersonian tradition in American Democracy is a fertile theme of many Writers on Democracy or self-Government.

Jefferson combined in himself the rugged independence of the pioneer American with the intellectual independence of the eighteenth century thought which had a profound dislike for authoritarianism. Though an aristocrat by birth temper and culture he was against all except the aristocracy of talent and based his State on the equality of men. His political theory is based on two assumptions namely the end of life is individual happiness and the purpose of the State is to secure and increase that happiness. Men are more important than institutions and social good is to be assessed in terms of human values. The ultimate end of Government like that of science, art and philosophy being to further the material and spiritual well being of men it follows that Government must be responsible to the people and should express their will. The best government according to Jefferson is no Government at all in the sense that there is no unnecessary political coercion. The next best form is pure democracy in which all people have an equal share in the affairs of the State. The functions of a Government are broadly divided into productive and repressive, the latter being necessary for the preservation of order and the former comprising welfare activities follow from the ethical ends of the State. In these welfare activities Jefferson places education first because the end of the State being the happiness of the people, it becomes the primary duty of the State to educate them. He observes "If the end of the Government is the happiness of mass of citizens in the broadest sense, if the ultimate purpose of the State is to make possible for the individual the abundant life which sets the spiritual above material values then education—is surely an essential means to that end." Like the Greeks Jefferson identified the good man with the good citizen. If men do ill it is because they do not know the good. The remedy is to teach them give them free access to information about their affairs and encourage them to discussion." The objective of the democratic State is to secure the greatest possible happiness for all the citizens and in the process of achieving it individuals are treated not as subjects but as partners in a common enterprise. It lifts them from serfdom to the level of human beings developing in them independence, initiative and self-reliance.

Democracy [according to Jefferson is a faith rather than a philosophy. Its tremendous appeal to the great mass of human beings is comparable to

the appeal made by religion. Its processes may be cumbersome but nevertheless it is able to inspire a passionate loyalty in everybody if he can be made to believe that his will is equal in weight to the will of his more fortunate neighbour. The happiness of the people is the first law of every democratic government. Jefferson described a wise and frugal Government as one which "shall restrain men from injuring one another which shall leave them otherwise free to regulate their own pursuits of industry and improvement and shall not take from the mouth of labour the bread it has earned." He emphasised that running the machinery of the Government is not a business; its financial system is not designed to create a profit for those in charge of it. The distinction between Governments is not that of one of the few and the many according to Jefferson. The distinction is between the absolute and the constitutional. The former is preserved by force and latter by compromise. The party system under democracy it is pointed out tends to concentrate party power in fewer and fewer hands. Patronage becomes the reward for party services and sometimes faction replaces the party.

These are serious maladies in a democracy. It is slow and cumbersome, inefficient and blundering; its decentralisation makes for waste and friction, the inexperience and multiplicity of its officers open the way for privilege and corruption. But all these have to do only with the machinery of democracy rather than its philosophy. The democratic State is not seeking an ideal of efficiency or of stability. For Jefferson the primary purpose of Government is to promote the happiness, the self-realisation of the individual. This democracy achieves better than any other form of Government. The duty of a citizen under democracy extends according to Jefferson far beyond the mere election of representatives to carry on the actual business of the Government. He must keep himself informed about all the issues of the day. He must exercise in person all the functions which his qualifications entitle him to do. Government is the concern of all. Good Government according to Jefferson springs from a common interest in public affairs.

Rules

For good officers rules are superfluous, for bad officers they are ineffective.

JOHN LAWRENCE

Lessons in Community Development

Lesson No. 14

Q. Last time you spoke of the importance of public participation as an integral part of Community Development Programme. How can you bring about this public participation.

A. It is here that the question of extension education comes in.

Q. What is extension education? So much is said about it now, but I doubt whether all have a clear knowledge of the implications of the term.

A. The word extension comes from abroad. In U. S. A. there are a number of Colleges teaching Agriculture, Home Economic, etc. But these colleges benefited only the students who attended them. But people who could not attend these colleges felt that the knowledge needed by them in these matters might be taken to their doors. This is extension, that is extension of knowledge needed by people to their homes. In simple language extension means the spreading of knowledge.

Q. How does the extension scheme fit into the Community Development Programme?

A. It has to be emphasised that India's Rural Uplift Programme is both a Community Development Programme and an extension programme.

Q. How?

A. It is a Community Development Programme because its aim is to seek the allround development of the community. It is an extension programme because it seeks to educate the masses in things that are needed for their self improvement which alone can bring about the allround development of the rural community as a whole. "Extension education aims at improving the quality of human being as a member of his community, to improve his knowledge and skill as a farmer, as an artisan, as a housewife entrusted with the care of the health feeding and welfare of the family and the children and of all individuals as responsible citizens of a progressive democratic State. It promotes a change of attitude in the individual makes him progressive minded, makes him desirous of improving his living conditions and his way of life—and makes him capable of doing so through acquisition of new knowledge and increased self confidence and through co-operating with his fellow-beings in promoting his group interests and the interest of the community in which he lives."

Q. Can you mention some of the principles of extension education, so that its content and scope may be more clear to me?

A. The objective of extension education is to change the attitude and practices of the people with whom the work is done. In India as you

know it is the attitude of the rural folk that is the greatest stumbling block to progress. He is a profound believer in karma, that is he believes that everything in this life is ordained by God and he has only to sit quiet and receive the decrees of karma. This faith in karma undermines his initiative and enterprising nature. This faith has been deepened during the British period. Then the Governments policy was to make the people depend upon them. They did not encourage self-help or industry because that would make people independent and this will lead to the weakening of Government hold on the people. The harmful attitude on the part of the people has to be eradicated and this can be done only through extension education. Again the practices of the people in regard to agriculture, animal husbandry, hygiene, etc. stand in the way of progress. The rural folk are conservative; they do not like change; they do not of their own accord realise that change in their ways is necessary for them if they are to achieve a good life. Only through extension education can they be convinced of the need for change.

Q. Are there any other facts to be noted about extension work?

A. Yes. Extension work must be based on the felt needs of the people.

Q. What is a felt need?

A. A felt need is a need that is expressed by the largest number of people in an area. It is not the need expressed by a few self-styled leaders. It is not the need felt by an influential section of people in a village. It is not the need felt by the extension staff or the Block Development officer. The question of felt need is a fundamental fact to be noted. Most of the errors in the matter of rural uplift during the British period fell flat because those in charge never cared to investigate what the felt need was. They did what they thought best for the people and the result was that the people hardly cared to co-operate.

Q. How is this extension programme to be achieved?

A. There are different stages in extension work. The first step is that the extension worker should meet the people discuss with them their grievances. Oftentimes the villagers may give a list of their grievances or needs, but they may not know the means of tackling them. In this the extension worker with his administrative experience can be helpful. He must explain to them the methods of achieving each of their felt needs, the difficulties in the way and how the people can help in the matter. The next step is systematic planning by the extension worker to carry out the project arising out of the felt need. And then he has to mobilise public co-operation in the matter. The extension worker has also to see that the enthusiasm created is maintained and it is drawn upon for similar enterprises later.

Q. What about the finance for carrying out works to fulfil felt needs?

A. Maximum self help should be the predominant element in such things. No doubt grants-in-aid are necessary without which works cannot be executed. But such aid should not be spoon feeding. It should not stifle self-help but on the other hand should only prove an incentive to it. This is an important fact to be noted because self-help is the sheet anchor of C. D. programme.

Q. Is it not difficult to mobilise the enthusiasm of the entire village. There may be party politics, factions, communal tensions or marked social cleavages?

A. Yes, it is difficult. But it is here the true test of the ability of block development staff comes in. The Block Development Officer has to handle such situations tactfully, find out the root causes of the malady and tackle them.

(Continued from page 20)

generally the target of subversive ideologies. And for this reason it is imperative that schemes under community development are executed as efficiently as possible. At present it is widely known that there is room for improving efficiency in this direction. This is clear from the spate of criticisms that appear in the Press about the working of Community Development Projects. It is therefore incumbent on Governments both Central and State to see that measures are taken to promote the efficiency of community development work. This can best be done by improving the efficiency of the development personnel. This in turn depends upon how they are provided with guidance and information in their day-to-day tasks. At present in many States these matters are left to the individual discretion of Block Development and other officers. But efficiency is not a matter that can be left to the discretion of individual officers. The Government is responsible for efficiency and when there is lack of efficiency only Governments are found fault with and not individual officers. It is time that this fact is recognised by the Central and State Governments.

Rambles in Officialdom

(CANDIDUS)

XIX—Definitions

1. *Administration* is both an Art and a Science to the theorist. Same thing was said of Logic by William James, the Pragmatic Philosopher, when some one retorted saying it was neither—but a *Dodge*.
2. A *file* is a most defiled object you might find in the officialdom.
3. No Officer can be cocksure of his *Codes* or assume that he has his *Manuals* at his finger-tips; they are the ones to let him down at critical moments.
4. *Work* (without conduct) is always worse than *Conduct* (without work) in office.
5. *Courtesy* is official behaviour that has to be exhibited in one week out of 52.
6. There can be no dearth of *Crowcatching* when there are crows in officialdom.
7. *Red-Tapism* points to a terribly narrow thing—which might, only after you are thoroughly disgusted with it, slowly but surely strangle you once you are caught in its cumbersome coils.
8. *Promotions* very often require patronage, but *Reversions* only require Rules and some times even less.
9. *Class One* in any governmental administrative service is the class, which has always Won—in terms of loaves and fishes of office.
10. With a perfect crook and a perfect fool teamed together you might have perfect *Discipline*, based on the universal Law of Inequality.
11. *Class Two* in officialdom sometimes gets bold to consider itself classy too !
12. *Standards* in officialdom are like standing orders ; they always grow up and never look down to earth.
13. When any person gets the supreme feeling of his being absolutely correct you can be sure that he is either a religious bigot or a madman—or perhaps an Accountant-Auditor.
14. Very rarely you yourself retire in government service—you are correctly speaking retired ; and then you long for being retried !
15. Just as the saying goes, "God made the country, man made the town"; in officialdom the Officer made the appointment, but his clerk made the transfer.
16. A (Service) Union like an onion has many layers (sheaths) in its makeup.
17. *Class four* is the class of the Poor in office—who can turn against you at the suitable moment.

For an Administrator's Note-book

The Individual and the State

It was agreed that the individual should not be so sacrificed and indeed that real social progress will come only when opportunity is given to the individual to develop, provided the individual is not a selected group, but comprises the whole community. The touchstone, therefore, should be how far any political or social theory enables the individual to rise above his petty self and thus think in terms of the good of all. The law of life should not be competition or acquisitiveness but co-operation, the good of each contributing to the good of all. In such a society the emphasis will be on duties; rights will follow the performance of the duties. We have to give a new direction to education and evolve a new type of humanity.

Man is the measure

It is clear that, in the final analysis, it is the quality of the human-beings that counts. It is man that builds up the wealth of the nation as well as its cultural progress. Hence education and health are of high importance so as to produce that quality in the human beings. We have to suffer here also from the lack of resources, but still we have always to remember that it is right education and good health that will give the foundation for economic as well as cultural and spiritual progress.

PANDIT JAWAHARLAL NEHRU.

Honest administration

A State cannot achieve anything worthwhile unless there is integrity in administration. We have inherited very fine traditions of good administration. Whatever else, we may change let us hold fast to them. In the hurry and scurry of politics, in the desire to get things done quickly we may be tempted not to attach sufficient importance to honest administration. But, the common man particularly in India judges its rulers by the honesty of those who administer the country. Honesty and integrity are the soul of the nation and what shall it benefit us if we lose our soul and carry out majestic projects costing crores of rupees.

M. C. CHAGLA

New Administrator Library

THE ECOLOGY OF ADMINISTRATION BY F. W. RIGGS. Published under the auspices of the Indian Institute of Public Administration by Asia Publishing House, Bombay. Price Rs. 8.00

Since the end of the Second World War public administration has become exceedingly important. This is partly because several countries which were hitherto under colonial yoke achieved political independence. Secondly these States have taken on their shoulders vaster responsibilities than what other States before had done. Administration at the present day impinges on the life of the citizen at every point and practically speaking his entire happiness and prosperity depends on the administration. It is a happy sign that there is an increasing realisation of this fact.

The present volume by Prof. Riggs contains a scheme of administrative models suited to traditional agricultural societies, modern Industrial countries, and transitional societies such as those in South East Asia. One or two facts strike a reader's attention as he goes through the vivid and closely argued book. One is that the constitution and Government of a country is essentially influenced by the conditions obtaining there. We talk of democracy in different parts of the world. But there are fundamental variations brought about by local conditions. Secondly, the social structure of a country has a profound impact on the administration. Bureaucracy in America is said to be equalitarian, because the society there, is equalitarian. In India the social structure has an undoubted influence on the administration.

The book deals with the ecological aspects of the Administration in U. S. A. Thailand and Philippines. Each has its individual characteristics necessitated by local conditions. Studies such as these would serve as background information in the light of which one can study our administration in a more thorough going manner.

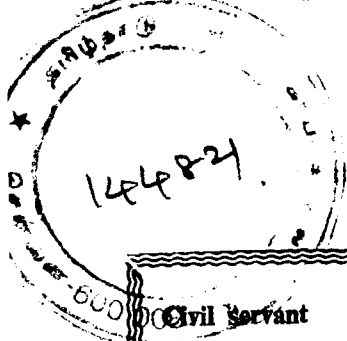
The Strategy of Peace by President John Kennedy, Edited by Allan Nevins, Published by Asia Publishing House. Price Rs. 7.50

The volume is a compilation of the speeches of President Kennedy in recent years. It mainly discusses the problems of peace and the position of U. S. A. and Russia in world politics. The president deals with a variety of topics such as disarmament, American foreign policy, nuclear Tests, Middle East, India and China and the Soviet challenge to American Education.

What is most interesting to the Indian reader is the chapter on India and China. Mr. Kennedy observes "—no struggle in the world deserves more time and attention from this administration and the next than that which now grips the attention of all Asia—the battle between India and

China." This struggle Mr. Kennedy points out is for the political and economic leadership of the East. He says that India follows a route in keeping with individual dignity and human freedom while Red China represents the route of regimented controls and ruthless denial of human rights. It should be obvious he says that the outcome of this competition will vitally affect the future of Asia, the comparative strength of Red and Free nations—and inevitably the security and standing of U. S. A. He emphasises that unless India can compete equally with China, unless she can show that her way works as well or better than dictatorship unless she can make the transition from economic stagnation to economic growth so that it can go ahead of the exploding population, the entire free world will suffer a serious reverse.

These words have to be borne in mind by every Indian especially by public servants. Only a good and efficient administration can bring about the revolutionary change referred to by Mr. Kennedy and good administration in turn depends upon dedicated and devoted public servants. K



I am absolutely convinced that you can never become a really good civil servant unless you are interested in people as people, as human beings with all their weaknesses and virtues. It is not enough to be interested in abstract nouns as Education or health or housing or employment or finance. Of course you have to master the technicalities of your subject ; whatever it is you have got to have the law of it at your fingertips. But that is only half the job.

DR. W. GRIFFITHS

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