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Vol. IV

No. 7

MAY '62

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CONTENTS

229

	PAGE
1. PUBLIC SERVANTS AND GENERAL KNOWLEDGE ...	1
2. NEWS AND NOTES ...	3
3. TRENDS IN ADMINISTRATION ...	8
4. POLITICAL APPOINTMENTS ...	20
5. A GOOD ADMINISTRATOR ...	22
6. SOME ASPECTS OF MUNICIPAL FINANCE ...	24
7. CO-OPERATIVE FARMING ...	26
8. LEAVES FROM HISTORY ...	29
9. THE PLANS AND ADMINISTRATION ...	33
10. REPORTS FROM STATES ...	36
11. MEN AND IDEAS ...	37
12. LESSONS IN COMMUNITY DEVELOPMENT ...	39
13. RAMBLES IN OFFICIALDOM ...	41
14. FOR AN ADMINISTRATOR'S NOTE-BOOK ...	45
15. NEW ADMINISTRATOR LIBRARY ...	46

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PUBLIC SERVANTS AND GENERAL KNOWLEDGE

From time to time the Press in this country publishes lists of howlers committed by candidates sitting for Public Service Commission Examinations. These howlers are extracted from the annual reports of Public Service Commissions. Many of them are too egregious to be believable; all the same they are there revealing a degree of ignorance that might turn people of the past generation in their graves. The main cause for this ignorance is the low educational standards that have come to prevail after Independence. Students sit for examinations to pass somehow. Their main aim is success in examination and not acquisition of knowledge. Even in first-grade colleges it is not uncommon that whenever they want to economise they first lay the axe on the expenditure under books and periodicals. They seem to think that their aim should be only to produce good results and for this books and periodicals are not necessary. A change of outlook is, therefore, absolutely necessary if the deterioration in educational standards has to be arrested.

The position in regard to public servants is not better. Stories are told to show the ignorance of public servants even in regard to elementary matters, not to speak of their lack of knowledge as regards such vital things as planning, Community Development, Social Justice, etc. This is mainly due to the widespread impression—it has of course gained impetus after Independence—that no general knowledge is necessary for public servants to achieve official advancement. The assistant in an office thinks that he can pass muster with a smattering of office routine and procedure. The civil servant thinks that he can climb up the official ladder easily if he merely carries out what he is asked to carry out. Technical officers like Engineers and Doctors, think that they need have only technical knowledge and nothing more.

That this is a wrong outlook in the context of the Welfare State is a fact beyond dispute. Two facts have to be remembered in this connection. One is that Parliamentary democracy

has come to stay in our country and the other is that socialistic pattern is our goal. In the directive principles of the constitution it is clearly indicated how our goal is to be achieved. This presupposes general knowledge on the part of public servants in order to understand not only the spirit of the constitution but also the ways and means of observing this spirit in the implementation of various schemes and programmes.

Again, it is an undeniable fact that administration has become difficult with the growth of a complex society. Democracy, it has been said, operates through numerous, extensive and variegated interactions. These are interactions of persons, groups, places, functions, ideas, ideals, hopes, etc. Only a well stocked mind can wade successfully through these interactions. This applies to all cadres of public servants irrespective of the fact whether one is a generalist or a specialist. Specialists are generally averse to the acquisition of knowledge, outside the field of their specialisation. This is the main reason why many specialists have proved failures when they are elevated to higher administrative positions. It has to be remembered that as one goes higher and higher, a specialist has to become a generalist in the sense that he would need more and more general knowledge. Similarly an assistant also has to widen his horizon as he rises higher by the acquisition of fresh knowledge. It is a pity that this fact is not adequately realised by many.

Recently a writer observed that at no time in history has the need for wider and wider knowledge especially for public servants become more pronounced than at present. The Welfare State of the present day has undertaken a vast range of responsibilities. Secondly public co-operation in Government programmes has to be obtained by the adoption of modern techniques. Thirdly the analysis of programme at various levels needs also plenty of knowledge that does not fall within the sphere of office routine or procedure.

But the Governments both Central and State do not seem to have taken adequate steps to ensure that public servants are better equipped. They have to be provided facilities such as books, journals, refresher courses, evening classes, etc. They have also to ensure that in future promotions are made on the basis of examinations oral or written to test the general competence of the candidates. In this connection we would invite the attention of our readers to the Rajasthan Scheme published elsewhere in this issue.

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News and Notes

Railways

With 80% of freight and 60% of passenger traffic moved by railways, they can legitimately be called the backbone of our transport system. In 1947, when India became free, the Indian railways presented a view of overage equipment, calling for immediate replacement. During the Second World War they had worked at full capacity. The increased strain because of migration of some of the technical staff to Pakistan and because of having assumed the responsibility to move millions from their native places to suitable ones in India caused all the more injury to them. The damage done may be gauged from the fact that in 1947, 27% of locomotives, 37% of coaching stock and 37% of wagon fleet were overage, and 7,000 miles of track was overdue for replacement. Since 1947 however we find that not only have our railways been able to rehabilitate themselves fully but they have also freed themselves from too much dependence on foreign imports for rolling stock and other necessary equipment. During the first decade of planning they were called upon to carry double the freight traffic (from 42,000 m. net ton kilometres to 86,400 m. net ton kilometres) and 27% more passenger traffic. The doubling of the traffic on the railways measured in ton miles indicates the measure of pressure on them when it is seen that the magnitude of increase in it was more than that of increase in the national income (42%), agricultural production (41%) and industrial production (94%). In 1960-61, they carried 94.05% of coal, 87.12% of cement, 143.3% of iron and steel, 83.19% of metallic ores other than manganese ore, 93.35% of manganese ore, 85.0% of raw jute, 93.9% tea, 86.2% of paper and paper products, 75.3% of raw cotton, 63.2% of cotton textiles and 75.4% of sugar, all produced within the country. The importance of railways as the life line of commerce and trade is obvious enough from these figures. During the Third Plan period additional freight traffic of 67,200 m. net ton kilometres may be expected, making for $3\frac{1}{2}$ times the freight traffic handled by the railways in 1951. A 15% increase in passenger traffic is also envisaged. Expansion of railways at a faster rate is a function of more investment. Of the 8 European countries, the U. K., West Germany, France, Italy, Belgium, Luxemburg, Austria and Spain, in 1950 only in Spain the average receipts per ton kilometre were lower than those in India. In France and Italy which come next to India in the ascending order in this respect, they were about 50% higher than those in India. In respect of average receipts per passenger kilometre of all these countries it was again only Spain which charged less than India. A levelling up of rates and fares already appears to be overdue.

A Fertiliser Factory for Every State

The Third Plan target of stepping up production of nitrogenous fertilisers to one million tons is to be achieved by establishing 14 new fertiliser factories, besides expanding the capacity of the existing ones. Of the 14 new fertiliser projects, four will be in the public sector, while the remaining 10 will be mainly in the private sector, although in a few cases, there will be collaboration by the State Governments in whose areas the projects are to be located. When all these projects are completed, there will be at least one fertiliser factory in every State in the country excepting Jammu and Kashmir. The Trombay Fertiliser Project has been designed to produce 90,000 tons. The Assam Fertiliser factory will produce 325,000 tons of fertilisers. The Gorakhpur Fertiliser factory will produce 80,000 tons. The exact place for locating the fourth public sector project has not yet been finalised. The capacity of the Fertilisers and Chemicals, Travancore (FACT) is also proposed to be stepped up by 30,000 tons. The ten proposed new factories in the private sector have been distributed more or less evenly among all the States. Thus, Andhra Pradesh and Madras will have two each, while Gujarat, Mysore, Madhya Pradesh, Rajasthan, Maharashtra and West Bengal will have one each. The fertiliser factory for Madhya Pradesh is likely to be located at Itarsi or in any other suitable location in the State. The capacity of this project is likely to be 50,000 tons of fertilisers. The factory for Rajasthan will have a capacity of 80,000 tons using gypsum supplies of the State. The West Bengal factory will be located at Durgapur and will be operated by the private sector in partnership with the State Government. It will have a capacity of 58,000 tons. In Gujarat, the proposed factory will have a capacity of 96,000 tons and will be run by the private sector in collaboration with the State Government. For Mysore, the factory is expected to be located at Mangalore while the factory for Maharashtra will be in the Koyna area.

Free Enterprise

A top U. S. State Department economist says facts and figures prove the greater economic vitality of private enterprise over the Communist system. This assertion was made by Philip Trezise, Acting Assistant Secretary of State for Economic Affairs, at a Chamber of Commerce dinner recently. The Soviet Union, since 1953, seems to have had an annual economic growth rate of six to six and one-half per cent despite "innumerable forms of waste" in organisation and management and very slow increases in living standards which find food still in short supply in Soviet cities, he said. At the same time, Venezuela, Brazil, and Mexico all show rates of gain as high or higher, but without any governmental indulgence in forced expansion of their economies. In these countries, Mr. Trezise said, the governments depended, for the most part, on the efforts of private citizens impelled by a desire for higher incomes and better living standards.

In two war-ravaged free enterprise nations—the Federal German Republic and Japan—Mr. Trezise finds the growth rate even higher. Japanese living standards during the same period saw a “spectacular improvement,” he said. West Germany had a rate of growth of more than seven per cent. Italy, which he said once was considered to have a hopelessly stagnant economy, grew at about six per cent—or roughly the same rate as the Soviet Union. In the agricultural field, the United States has only eight per cent of its labour force engaged in farming as compared with nearly 50 per cent of the Soviet labour force. Yet there are admitted Soviet shortages of meat and milk. Recently Mr. Khrushchev had observed that the entire Soviet economy is in danger of being wrecked because of lagging farm production. At the same time, the small number of American farmers have provided the most varied and least expensive diet in the world.

Farm Productivity Doubled in a Decade

In the Federal Republic of Germany, the number of persons engaged in agriculture last year was 1,300,000, or about a third less than that in 1951-52. Ten years ago a farm worker produced less than half as much as he does today. Still, the sale proceeds from agriculture are now more than a third over those in the year 1951. These facts of agricultural progress which have helped to increase both the productivity and the profitability of agriculture are brought out in the “Green Report” for 1961 which has been issued by the Federal Government. This report is at the same time the basis for the “Green Plan” — which previews the current years’ agricultural outlook and the programme of government aid. In the year 1961, the total sales returns of agriculture amounted to 20,200,000,000 Marks—some 900,000,000 more than in the previous year. The increase was due in particular to the fact that more animal products were sold; they amounted to almost 75 per cent of the total agricultural sales returns. Taking all fields of agricultural production together, the increase was more than one-third in 1961 over 1951 (49,000,000 tons of wheat equivalent as against 36,000,000 tons). The report notes that during the last decade DM 22,000,000,000 were invested in the agrarian sector of the country’s economy, 16,000,000,000 of them for machinery. Since agriculture itself could not raise all this capital, there are now 13,000,000,000 Marks of funds from non-agrarian sources invested in this sector of the economy; this is 13 per cent of the entire capital of agriculture in the Federal Republic of Germany. After deduction of operational expenses, investments and taxes, the earnings in agriculture were about DM 5,000,000,000 in 1961, nearly DM 580,000,000 more than in 1960. Although marked progress has been made in raising the average income among agricultural workers; there is still a certain discrepancy between their wages and those in comparable occupations in trade and industry. The average wage of workers occupied exclusively with farm work has gone up from 2,318 Marks in 1954-55 to 4,009 Marks in 1960-61. This is an increase of 73 per cent. However, this average agrarian wage-level was 1,182 Marks, or 34 per cent, below the comparable wage-level in industry or trade in

1954-55 and is 1,432 Marks, or 26 per cent, below it now. Thanks to intensive rationalisation measures, it has been possible to produce the constantly increasing agrarian yield with less manpower. The increase in productivity per head of the worker compares favourably with similar increases in other branches of the economy.

Stocken-Acquisition Plans for Employees in U.S.

The practice of offering some form of stock-acquisition plan for general employees “seems certain to continue until stock plans for employees are an integral part of the American industrial scene,” according to President Keith Funston of the New York Stock Exchange. A recent study by the exchange shows more than 1.6 million general employees—about half of those eligible—are participating in a total of 248 different stock-acquisition plans offered by 233 or 20 per cent of the companies whose stock is listed on the New York Stock Exchange. Three major types of stock plans account for 93 per cent of those reported in the study. There are 144 stock purchase plans in which 530,000 or 31 per cent of eligible employees participate, 80 savings and thrift plans to which 753,000 or 76 per cent of those eligible belong, and 39 profit-sharing plans with a membership of 260,000 or 96 per cent of those eligible. In addition, the Exchange said, 10 companies reported payroll deductions for general employees for the monthly payment plan for purchase of stocks which the Exchange and its member firms have sponsored, four companies reported stock bonus plans, and two companies reported stock plans for retirement pay. The study showed that utility, petroleum and natural gas companies offer more stock-acquisition plans than any other industrial category. Other industries with sizable numbers of plans are industrial chemicals, food and commodities, retail trade, building materials and construction, precision products and controls, and finance and factoring. As an example of how far employee stock-purchase plan can go, the exchange study cites a statement by Burl S. Watson, chairman of Cities Service Co., who says the oil company’s own employees now comprise the largest Cities Service stockholder group. Seven out of every 10 eligible employees participate in the DuPont Company’s thrift plan. They are saving at an average rate of more than \$34 a month, and about 55,000 employees have become stockholders by means of the plan, the study said. Under the 144 stock-purchase plans, companies absorb administrative costs, commission charges and other fees, but do not generally contribute directly toward the purchase price of the stock, although there are exceptions, the study notes. For every dollar set aside by employees under the 80 savings and thrift plans, companies contribute from 25 cents to \$2 in company stock. These plans cover the greatest number of employees. The 39 profit-sharing plans, which have the highest participation rate, accumulate funds and invest them in company stock or a combination of company stock and other securities. In 23 of the 39 plans, employees make no contributions. The other 16 either permit or require employees to contribute up to 10 per cent of their salaries, the study found.

Tourism

Tourist Traffic during the last few years has been on the increase. It is partly because of the concerted efforts of the Tourist Department and partly due to the publicity campaign that puts India in the eyes of the foreigner in a somewhat better perspective. The total number of arrivals into India in January and December 31, 1961 was 1,38,804 bettering the record for 1960 by 13.6 per cent. Those who came from Europe numbered 44,034 and from South and South-East Asia numbered 34,573. The number of tourists from U.S.A. and Canada was 38,268, from Africa 17,313 from West Asia, 5,880, from Oceania that in Australia, New Zealand and Fiji 2,903 and from Latin America and West Indies 1,833. The number of tourists from North America in 1960 had been up by 23.9 per cent over the previous year, while in 1961 the percentage of increase was 18 over 1960. The increase in the number of tourists from U.S.A. alone was 15.3 per cent in 1961 while it had been 25.2 per cent in 1960. From the European countries there was a total increase of 18.7 per cent in 1961, improving the previous year's record of 12 per cent. Tourists from the United Kingdom alone increased by 18.4 per cent in 1961. Tourists from the Commonwealth countries in 1961 formed 47 per cent of the total. Tourists from neighbouring countries of Burma, Ceylon, Malaya, Singapore, together with African countries numbered 42,416 forming 30.3 per cent of the total. From Ceylon alone came 14,823 tourists making up 10.6 per cent of the total. Various reasons can be assigned for the tourists coming over to this country. They may be classified as pleasure trips, business or study tours or just because they happened to pass through this country and chose to stay here a few days. So far as tourists' stay is involved they spent in all in 1961, 5.53 million days compared to 4.35 million in 1960. The average stay of tourist was 39.6 days in 1961. Better facilities to attract more tourists is need of the hour and it is here that we must concentrate our attention. The building of more hotels and better service there perhaps might improve the situation to a certain degree.

Lucknow's Literacy Village

Mrs. Welthy H. Fisher, 83, founded India's Literacy Village at Lucknow following the advice of Mahatma Gandhi. Over a million and a half people in India have been taught to read and write through Literacy Village," she said. "But when you remember there are more than 500,000 villages in India, you just take a deep breath and get to work." Literacy Village, which stands on a ten-acre plot near Lucknow, has so far trained 5,000 young Indians—teachers, social workers, co-operative workers and others—in literacy teaching methods. These dedicated men and women in turn have brought literacy to over 1,500,000 villagers, she added. This is a truly remarkable achievement. Such dedicated men and women are the salt of the earth. Only with them will it be possible for us to make rapid strides in reaching the goal of the welfare State. But unfortunately such dedicated men and women are a rare phenomenon in the post Independent era.

Trends in Administration

Further Education

The Rajasthan University has launched its third Research Project under its Extension Lectures Scheme. Short courses, special lectures and seminars are held in the evening hours in the University Academic Block for the benefit of teachers, research scholars, post-graduate students, Government employees and citizens of Jaipur who have interest in intellectual pursuits. A course on "Drama and Society" consisting of six lectures has been held by the University Department of English. The Department of Economics and Public Administration has organised a Seminar on Economic Planning consisting of five lectures and a general discussion. Seven special lectures on "Fundamentals of the Indian Constitution" will be delivered by members of the teaching staff of the Political Science and History Departments and the University Law College. A short course on "Social Pathology and Social Welfare" consisting of eight lectures has been arranged by the Department of Sociology. A nominal enrolment fee of Re. 1 will be charged for each course. Entry to the course will be by admission cards. Certificates will be awarded at the end of the course to those participants who desire to have certificates provided they have at least 90 per cent attendance. This is certainly a commendable scheme. The importance of a wide diffusion of knowledge under democracy cannot be overestimated. One may recall what Thomas Jefferson said in this connection. "No one more sincerely wishes the spread of information among mankind than I do and none has greater confidence in its effect towards supporting free and good government." Again he said "If a nation expects to be ignorant and free in a state of civilisation it expects what never was and never will be."

Control of Central Secretariat Staff

The control of the Central Secretariat staff, upto Section Officer will be dispersed so as to give direct charge to the Ministries where the employees work. The control till now vested in the Union Home Ministry which allots the employees to the various Ministries. The purpose of the present change is to enable the administrative Ministries to effect a better personnel management and, in turn, to help the staff to get trained for the special requirements of the Ministry. While the administrative control over staff—all the three Central Secretariat services upto the level of Section Officer—will be transferred to the Ministries concerned, there is no change proposed in the existing grade structure or in the basic mode of recruitment, promotion, etc. The Selection Grade and Grade I of the Central Secretariat Service will continue to be a single cadre controlled and managed by the Ministry of Home Affairs. This is a welcome innovation. In administration responsibility and authority should go together and it is essential that control and authority should vest in those under whom an employee works.

Otherwise authority would be undermined with all the evils that follow from it. In Britain the Tomlin commission affirmed that the power of departmental authorities in the matter of disciplinary action should remain unimpaired. The central pay commission in India also took the same view. "We do not think" they said "that it will be desirable or practicable in public interest to insist on the intervention of an outside body in disciplinary matters." All the same it is necessary that provision of appeals against a departmental order is left intact.

P. and T. Department

Speaking at the first meeting of the Central Advisory Council of the P. and T. Department Dr. Subbaroyan referred to the vast strides made by the department since Independence. As against 20,240 post offices in 1948-49 there are now 76,889 post offices. Telegraph offices numbered only 7,330 in 1948-49; but their number is now 11,729. The trunk calls handled now is 31.1 millions as against 2.6 millions in 1948-49. Dr. Subbaroyan also said that the council would serve as a machinery to sound consumer reactions and also to suggest measures for improvement of the administration. He said he was aware of the dissatisfaction felt by the public in some matters including delay in the booking and delivery of telegrams. But what touches the common man to the quick is the loss of letters and postal articles during transit. It is the experience of many to be told by a government department that the petition sent by them had not been received. Again citizens also find that sometimes even private letters do not reach their destination. This is mainly because of the lack of experience and sense of responsibility of the those who man the lower rungs of the ladder. They have to be instructed that addresses of letters have to be carefully read and delivered not to anybody seen on the road but to the addressee himself after verification if necessary. A measure of care on the part of those in the lower layers would suffice to obviate unnecessary complaints. Now there is evidence that such care is wanting on some occasions. Detailed instructions are necessary in this matter. The postal department comes into intimate contact with the common man and it is essential that it should not create a poor impression among the people because such impression will go a great way to influence adversely the attitude of the citizen towards the entire administration.

Community Development

Maharani Gayatra Devi of Jaipur said recently in the course of a Press interview that top priority should be given to rural development. Of course community development has received top priority at the hands of the Government though the way in which rural schemes are being implemented leaves much to be desired. Therefore the rural people feel that sufficient attention is not being paid to their condition. This impression can be got rid of only if the efficiency of community development personnel is toned up as part of a concerted drive to improve administrative efficiency. This matter has not

received adequate attention inspite of its urgency. There is little point in bewailing the loss of efficiency among community development personnel or among public servants as a whole unless we make a clinical approach to the problem. The clinical approach consists in finding out the actual causes of the malady and then treating not the symptoms but the root cause. In regard to problems of efficiency this approach is not being adopted. There is much talk and less action. Whatever action has been taken has so far amounted only to a tinkering with the problem. Again in the matter of community development more attention has to be paid to economic welfare of the people than to their social welfare. The problem of rural development in this country is mainly a problem of economics. If the villager is set on his feet economically then other things would follow. He will build better house, will observe the principles of sanitation and hygiene, will arrange to have a balanced diet, will educate his children as well as possible—in short take every step to promote his social welfare. All these things are prevented now because he has no money. You can put more money into his hands if you enable him to increase his output, fill his idle hours with productive labour teach him to avoid waste and inculcate in him the value of self-help.

Organisation of Libraries

Mr. A. R. Hewitt, British Librarian and a Fellow of the Royal Commonwealth Society, suggested legislation to provide a nationwide network of libraries in the country. He was of the view that statutory powers for local authorities to organise libraries would help avoid a haphazard development. Countries like England, Australia, Canada and the U.S.A. which had enacted library laws, had the best public libraries. Mr. Hewitt was speaking at a meeting of the South Indian National Association. Mr. P. N. Ramaswami, former High Court Judge, expressed doubts about the efficacy of State-managed libraries in India. He complained of delays in selection, purchase and distribution of books on account of redtape. He expressed the view that in the present conditions in India library service should be entrusted to voluntary agencies or corporations with adequate safeguards for accounting and auditing. The library movement in this country needs to be given greater momentum. Of course, something is being done in this matter in regard to catering to the needs of the general citizen. But little attention has been paid to the organisation of a wide network of libraries in districts for the benefit of public service personnel. Such a measure can go a great way in arresting the deterioration of administrative efficiency. At present there are few library facilities available in districts and even where they are available public servants do not care to make use of them. So a two-pronged campaign is necessary. Firstly libraries have to be organized on a wide basis and then reading habit has to be popularised. The latter would not be difficult because when once ample library facilities have become available even those who have no inclination to read will be tempted to take to reading. After all, the investment involved is not very much and is almost negligible when

compared to the results the project is expected to produce. Investment in knowledge will lead to increase of production or of efficiency.

Panchayat Raj

Mr. B. S. Murthy, Union Deputy Minister for Community Development and Co-operation, said recently that while the Panchayat Raj had raised high hopes among rural people, it had not produced the desired results in certain areas due to the ignorance of people and domination of vested interests. Much of the success of local self-Government institutions depends upon the interest which the individual citizen takes in its working. The ancient city States of Greece is a classic instance. In ancient Turkey as well as Russia when people ceased to take interest in local self-Government institutions the institutions became weak and were easily suppressed. In our country the success of Panchayat Raj is taken for granted. People say that it worked well in ancient India and so it would work well now also. This overlooks the difference in rural conditions obtaining then and now. In the present context active education of the citizen is necessary so that he may be able to take an intelligent interest in the affairs of the institutions of his area. With the media of mass instruction this is easy now if there is proper plan and dedicated personnel. It is also up to local officers to provide informed guidance to members of local panchayats instead of merely trying to please them. They should think that it is part of their duty to educate the citizen in the implications of democracy. But now in many places they seem to be interested only in carrying out orders. Local officers should provide leadership and a leader is one who leads and not one who is led.

Advertisements

The Estimate Committee of the Parliament recently suggested that the selection of newspapers for publication of Government advertisements has to be guided by the type of the reading public to be reached. This suggestion needs underlining. The general impression is that daily papers with a good circulation might prove an effective medium for any advertisement. This may not be true always. For instance an advertisement might have an appeal only to a particular class of readers. And these readers might be reached more effectively by weeklies or even monthlies. Publication in these may also tend to focuss attention better. The Estimate Committee also noted the large amount of publicity materials amounting to 68 lakhs and pointed out the necessity for the distribution machinery. The accumulation of publicity materials is a familiar phenomenon everywhere in India. This has to be firmly deprecated. Production without proper distribution is a waste. The enthusiasm that is shown in production is allowed to evaporate when the stage of distribution is arrived at and hence distribution is left to itself. It is also not enough if distribution is made on paper. Steps have to be taken to see that the materials reach those for whom they are intended. To this end registers regarding the receipt and disposal of publicity

materials have to be maintained at the various levels. A fool proof system has to be evolved in this regard.

Making up of One's Mind

The Director of Public Instruction, Madras, recently narrated a story as to how a communication from a party which preceded his remittance was held up in his office because those handling it did not know to whom the paper should be submitted. There is more than one Deputy Director who is concerned with the subject-matter in the communication. It was found difficult to decide as to which Deputy Director the paper should go. Such things very often occur in public offices. The essence of good administration is decision-making and this decision-making has to be done at all levels in the hierarchy. Trouble comes when one is not able to take a decision. One may recall in this connection what an I.C.S. Officer wrote to his departmental head when the latter enquired as to the cause of delay of a particular file. The former replied that somebody who was unable to make up his mind was keeping the papers. If one cares to analyse the causes of administrative delays, it will be found that much of the delay is due to the hesitation of the people to make up their minds and take a decision. Quick decision is the hallmark of a good public servant. Generally speaking the reluctance to take decisions is partly due to the lack of experience. This lack can be made up by a study of precedents that may be available in the old records of an office. Instructions regarding office organisation and allocation of work through office orders and circular instruction may also help public servants to take quick decision in routine matters. In the ultimate analysis *Government is Action* and Action can arise only after a decision has been taken. Here lies the importance of sound and quick decision-making in administration.

Promotion Policy

Recently a meeting of L.I.C. field workers in the South urged the formulation of a sound promotion policy. They also expressed themselves against vindictive transfers. Both these are essential elements in efficient administration. Writers on public administration have pointed out more than once that a badly planned promotion system would undermine efficiency more than any other single factor. Since independence the promotion system in Government organisations has come in for a lot of criticism both in the press and on the platform. It is commonly alleged that consideration extraneous to merit have been permitted to influence official promotions and as a result much discontent is rife among public servants resulting in low morale and poor efficiency. So long as this State of affairs is not rectified any talk of restoring administrative efficiency may prove mere moonshine. Similarly in the matter of transfers care has to be taken that they are always made only in public interest.

Role of Book Clubs

In recent years, book clubs and reading circles have become increasingly popular in the Federal Republic of Germany. Although they offered only

two to three per cent of the published titles last year, they accounted for 15 per cent of the turnover of the publishing trade. Today in the Federal Republic of Germany there are fifteen such book clubs with a membership of 5,000,000 readers. This means that in every fourth German family there is one book-club member. Those who join these clubs come from all walks of life ; some 44 per cent of them, for instance, are manual workers. In the past, book clubs have sometimes been a subject of controversy because they were accused by some of cultivating too uniform a taste in reading. But the truth of the matter is that the book clubs give their members a choice of books, and 95 per cent of the members take advantage of this, while the other 5 per cent are satisfied to have the club do the choosing for them. Among the books offered are not only most of the important works of literature but also many outstanding works by contemporary authors. There is also a considerable number of purely informative volumes. Reading circles and book clubs need to be made popular in India also. Through them we can disseminate a vast amount of information about our Five-year plans and developmental achievements. It may be recalled in this connection that reading circles played a useful role in the country during the period of the Second World War. The National War Front which was the publicity organisation of the Government then formed a net work of reading circles throughout the country. In one State it numbered more than ten thousand. Special circles were formed for women also in some areas. Through these circles a colossal volume of information filtered down to the common man radically influencing his attitude towards the war effort. Each circle had a president and a secretary. The secretary convened the circle as often as possible in the evenings or nights gave a summary of the news received till then and also answered questions raised by members. The circles thus proved a clearing house of information and this was much appreciated by the rural folk. It is unfortunate that these circles were wound up after Independence. Their revival and the formation of book clubs for public servants are matters that deserve urgent consideration at the hands of the Government.

Block Development Officers

Professor Meddick of U.S.A. has suggested wider field work for Block Development Officers and to this end would favour the creation of the posts of Deputy Block Development Officers or similar assistants. The point for consideration in this connection is the precise role of the Block Development Officer in the scheme of Community Development. His role is essentially that of a co-ordinator. He is the captain of a team of experts and he has to see that they do the work properly. Control and co-ordination are his essential responsibilities. He is not ordinarily expected to do field work himself. If, however, he takes to field work he can do it only at the cost of his more legitimate work with a demoralising influence on his subordinates whose work he may attempt to do. The task of control and co-ordination is more than enough to keep him occupied. If he chooses to

give up these duties and take to field work efficiency is bound to suffer. Again any further multiplication of officers at the Block level has to be strongly deprecated. Already the complaint is that there are too many officers and the proverb is that too many cooks may spoil the broth. What is wanted is a compact team at the block level pulling as one man under the lead of the Block Development Officers who must have all the essential qualities of a good administrator. There does not seem to be any need for deputies or assistants for him.

Appeal Delays

Since Independence, administrative delays have undoubtedly become more rampant. Delays in certain matters have, however, provoked vehement criticisms from the public. One such matter concerns the delays in the sanctioning of pensions. It is a common complaint that in many cases pensions are sanctioned after the death of the pensioner. Several officials die before they draw their pensions and this has proved a theme for short story writers and satirical effusions. The second matter relates to the delay in the disposal of appeals by public servants. Sometimes these appeals take two or three years. Even in cases when men are placed under suspension there has been little evidence of any effort to accelerate things. In this connection a co respondent wrote to this effect "Of the few attractions of Government service, the outstanding two are security of tenure and redress of wrongs by appeal to the higher authorities. In the constitution, the statutory rules made under Article 309 as well as disregard of provisions in Article 311 are made justiciable. The provision of departmental appeals to secure redress promptly against the proverbial law's delays is made nugatory by the delays in the disposal of appeals. It therefore behoves the Central and State Governments to issue directions to their subordinates clothed with statutory powers to dispose of appeals to do so within a maximum period of three months from the date of the submission of the appeals by the aggrieved parties, with reasons given for the orders passed, to make the parties feel that justice is being meted out to them."

Planning Boards

The Planning Commission has suggested the establishment of planning boards for each State. These boards, it has been suggested, could be set up, more or less, on the lines of the Planning Commission and they could assist the State Governments in the formulation of the main policies and solution of the basic problems of implementation. These boards, in the view of the Planning Commission, could have the Chief Ministers of the States as their chairmen and could also include the Finance Ministers as members. Like the National Planning Commission, the State boards could each have two or three full-time members with special experience and knowledge of planning and economic problems. The Planning Commission seems to be of the view that State planning boards would be able to tackle planning problems more comprehensively than individual

departments, which are mainly concerned with the implementation of specific projects and solution of particular problems. The planning boards could also co-ordinate the developmental schemes of the State better. The formation of the boards, in the opinion of the Planning Commission, will also facilitate the improvement in the quality of planning and help in the evolution of more flexible procedures on matters like Central assistance and annual planning. It is also felt that the boards could contribute much in bringing about closer collaboration between the Planning Commission and the States in drawing up plans for long-term development. The proposal, however, has a mixed reception in the Press. One line of criticism is that while the principle behind the proposal is good the proposed boards might be converted into a refuge for disgruntled politicians. Another line of criticism is that these boards may prove a fifth wheel in the coach and may create more problems regarding control and co-ordination. There is, however, no doubt that such boards if properly constituted and properly worked would yield good. But it has to be remembered that mere good plans are not enough. What is more important is their implementation. It is our experience that in the past while nobody could challenge the soundness of our Five-Year Plans the criticism has been rather violent that their implementation left much to be desired. Failure to achieve targets, shortfall in expenditure and lack of efficiency in execution are some of the criticisms levelled in the past. This shows that that administration is more important than Planning. Unfortunately this aspect of the matter has received little attention in the past. And it is a matter of recent memory that this fact was fully exploited by opposition parties in the last elections. Administrative efficiency has to receive the highest priority and the first attention as otherwise all our plans despite their soundness and the care with which they had been drawn up might prove a flop.

Corruption

A Correspondent has suggested that frequent transfers of public servants would go some way to minimise corruption in public service. He says to the following effect. It is admitted that there is more corruption in post-Independence India than there was before. It looks as if it is impossible to eradicate the evil. The activity of the anti-corruption police affects only the fringe of the problem. Cases of corruption detected are only a small percentage of the actual number of offences. The best way of minimising the evil is to transfer officers holding positions involving the exercise of patronage at short intervals. Only when they take root at a place do they become familiar with the general public and become corruptible. The inconvenience caused to public service by such transfers is nothing when compared to the purity of administration which it will to some extent ensure. Normally, for the first six months, every officer appears to maintain the best of character; his inclinations are not known to the public and they are afraid of approaching him. But after some time, he cultivates familiarity and ultimately it leads to his being corrupted by some means or

other. Frequent transfers of officers will not involve any dislocation of work. Even if it does, and involves some extra expenditure by way of travelling expenses, it is worth trying, in the interest of efficient administration. But it is very doubtful whether transfers would have a deterrent effect on corruption. It looks like a remedy worse than the disease. In a police State transfers might not have led to much dislocation but in a welfare State with its emphasis on developmental activities frequent transfers are bound to cause dislocation in work. Frequent transfers may make it difficult for officers to secure public co-operation without which little can be done by them. Corruption needs more radical remedies. It is brought about by different causes and these causes have to be tackled at their root. A major step forward will have been taken in this direction if an organised effort is made to educate the public servant in the ethics of the welfare State and his altered role, in it. Only such education can provide an enduring remedy. This is especially necessary because moral standards have declined since Independence and consequently the general outlook has become more selfish and self centred. Only further education can change this.

Human approach

The Chief Justice of Madras recently exhorted members of the Bench and the Bar to adopt a human approach in the disposal of cases and not to be mechanical. This exhortation has to be borne in mind by public service personnel also. It is essential in a welfare State that public servants should not forget the human factor. Administration is par excellence an activity in which the human factor counts for much. Administration deals with human beings and is run for the benefit of human beings. Lord Curzon exhorted his civil servants not to forget the man behind the plough. Similarly our Prime Minister pointed out sometime ago that while dealing with files officials should not forget the fact that human beings were behind the files. The tendency is always to forget this fact. One of the weaknesses of bureaucracy is that it is impersonal. It was very impersonal in the Police State so much so that Poet Tagore once said that the British administration was untouched by hand meaning thereby that the human element was absent in the administration. No doubt it was allright at that time when the Government was concerned only with Law and Order. Now it is not the case. Welfare activities are the main preoccupation of the Welfare State and no welfare activity can succeed unless there is the human touch there.

Legal knowledge for Ministers

The Governor of Kerala recently suggested at Allahabad that Ministers would do well to have law qualification. That would enable them to look into things more dispassionately. But as important as legal knowledge for Ministers is the need for them to have an intimate grounding in the principles of public administration. Administration has ceased to be a simple affair now. It can no longer be done by any rule of thumb process. Its principles have to be learnt and practised. In a democracy it is the

political Executive that rules and if it should rule efficiently it should know the intricacies of the art of administration. Otherwise the administration is liable to become Bureaucratic. One of the basic reasons for the success of democracy in the United Kingdom is that the political Executive is very efficient in that country. There the Ministers are generally knowledgeable people well versed in the art of administration. In the absence of such efficiency on the part of the political executive it is not unlikely that the Bureaucracy may get the upperhand in the administration. According to Max Webber the essence of Bureaucracy is administrative control on the basis of knowledge. So Bureaucracy would easily dominate the situation if they find the political Executive deficient in knowledge. And the greatest danger to a modern democracy is the possibility of a Bureaucracy exercising unlimited authority behind the facade of Parliamentary democracy. This contingency can be avoided only if the political Executive makes it a point to acquaint themselves with the basic principles of administration and current trends in the field of public administration. They can attain the end through books and journals.

The Police and the Public

Too frequently the public are told by Police Chiefs and sometimes by Ministers that the Police in the welfare State are the servants of the people. But mere assertion is no proof. The point is whether the police are functioning in the present set-up as servants of the people. The verdict in the matter rests with the common people. Are the Police helpful in their attitude to the people. Have they shed their authoritarian outlook and developed a sense of service. Are they functioning as protectors of the poor and the oppressed. Do they look upon their job in a dedicated spirit. These questions naturally arise in one's mind in this context. One common fallacy in such cases is that in the transition from a police to a welfare State we take for granted that public service personnel also have shed their past and imbibed the new spirit. This is not in consonance with practical experience. When the old order is changed and a new one is ushered in people do not change correspondingly of their own accord. They have to be changed and to this end systematic efforts are necessary. Thus the police force needs to be educated in the new outlook if they are to function as true servants of the people. Through Radio, Refresher courses, lectures, evening classes, pamphlets, folders etc., we have to inculcate in the mind of the police force the true outlook needed in a welfare State. Public Relations officers attached to police Chiefs in each State have to take the initiative in the matter in conjunction with State Information departments and the All-India Radio.

Tour Mindedness

In the Bihar Legislative Assembly a member said that Ministers are tour minded and pointed out that for the year 1962-63 while the expenditure on salary was likely to work out at Rs. 1.62 lakhs, that on travelling allowance might come to round about Rs. 1.75 lakhs. Since Independence the expenditure on touring not only by Ministers but also by Civil servants has been

a target of attack in the Press and by members of the public. The tendency prevails in many quarters to look upon travelling allowance as a supplementary source of income. This is obviously a wrong approach. Travelling is prescribed for officers and Ministers in the interest of public welfare. For instance an officer may have to visit a place before deciding a matter; he may have to personally enquire into the parties concerned before taking a decision; he may have to make an on the spot study of problem in order to understand the practical sides of it. Hence travelling is necessary for him. Similar questions of public welfare may make it necessary for Ministers also to do touring. Such things may not in the ordinary course necessitate an officer or Minister travelling for 20 or 25 days in the month. On a number of grounds touring has to be reduced to a minimum. Firstly on grounds of economy. Administrative expenditure has increased by leaps and bounds and it is only the path of wisdom to keep it down. Strict economy in the matter of travelling allowance may lead to substantial economies. Secondly constant touring by Officers or Ministers may affect the work at the headquarters. Work may get accumulated and delays may result. Thirdly constant touring may cause dislocation of work of district officials. They have to spend much of their time in attending upon the visiting dignitaries at the cost of their more important duties. As a matter of fact the complaint is heard frequently now that officials in mofussils have little time to work and much of their time is spent in attending upon visiting dignitaries whether Ministers of the Central or State Governments or officers of either Governments. Less touring is therefore a solution for many problems. It is common knowledge that even for small functions in mofussil areas Ministers go all the way from the headquarters at considerable cost to the tax-payer, inconvenience to them and detriment to their work. This has to be deprecated. It seems advisable in this regard for State and Central Governments to lay down detailed rules for the guidance for Ministers and civil servants. Only sheer considerations of public interest should weigh with Ministers and public servants in undertaking tours at Government cost.

State Enterprises

One fundamental aspect of economic activity is the cost factor. Any one can produce a product, but the point is the cost at which it is produced. In private enterprise, effective competition between different producers any the fear of personal loss keeps down the cost of production. These factors are missing in State enterprises. If the cost of a product is high, then the tax-payer is made to subsidise it. Inefficient officials do not stand to suffer personally if the factory is running at a loss. They get their salary every month, and increments every year. The official procedures are so elaborate, that they can always escape responsibility for mismanagement. Thus goes a report. So the crux of the matter is to create conditions to keep down the cost factor in State enterprises. The common man's impression is that anything produced locally is cheap. This impression stands to be repudiated if the cost of production goes high. Since Independence, several articles are

manufactured locally but few of them are cheap and to that extent indigenous markets have not responded. It is therefore essential that this state of affairs is remedied and steps taken to ensure that the cost factor is kept down to the minimum. This aspect of the matter deserves to be examined by an expert body. This is especially necessary because the area of operation of the public sector is bound to expand in the coming years consistent with the ideal of the socialistic pattern. Expansion may, however, prove a dead weight on the taxpayer if it is not possible to produce articles in the public sector at reasonable prices.

Panchayats and Parties

Mr. Jayaprakash Narain recently expressed the view that there should not be political parties in Panchayat Raj institutions. This view which has been voiced by many before should be widely welcomed. Recent experiences in many parts of the country have illustrated the havoc which party politics do in local institutions. There is no doubt that in many parts of the country, party politics have impaired the usefulness of local self-Government institutions and to that extent have undermined the faith of the people in the efficacy of democratic institutions at lower levels. This is certainly a bad portent, for democracy should always derive its strength and sustenance from the root and not from the branches. It does not require much argument to show that political parties have no place in local democratic institutions. As a rule political parties are formed on the basis of policies formulated at the national level in the interest of the welfare of the country as a whole on a long range view. Such policies obviously have no relevance to local matters which are generally of a purely parochial nature. Of course, in some of the Western countries, there are political parties at the lower levels also. But these parties are not the same as those functioning at the national level. These parties have been formed on the basis of local needs. Political writers point out that in any democratic administration the party system should become less and less pronounced as one goes down from the national to the state level and then to the local level. At local level it should be a partyless Government if local self-Government is to be able to serve the people usefully. This is based on historical experience. It is, therefore, essential that party system is banished from local democratic institutions. Such elimination would enable people to work together more closely in common interest and eventually lead to the development of a sense of cohesion which is a fundamental requisite of a stable democracy. It is a irony that while so much has been talked about the efficiency of Panchayat Raj, little attention has been paid to this aspect of the matter.

Patriotism

No man can be a patriot on an empty stomach.

W. C. BRANNE.

Political Appointments

N. MURUGESA MUDALIAR

"The purity of the administration is verily its strength"

Time was when public administration was considered as a branch of political science. That was the predominant concept when half the world was under colonial rule and administration at home and in the territories was viewed from the political perspective and was subordinated to political interests. Those circumstances have changed and in an increasingly free world, administration everywhere has become more an art and a science. Political processes, tools and idioms have therefore to stop and take leave at the door of administration and allow it to function according to its own inherent laws and ethics. This is not to imply that public administration is a law unto itself and could function without direction or power just as an engine could not function without a dynamo. The content of politics is power, while the function of administration is orderliness or discipline. The one without the other would spell chaos and strife. There would be nothing by which the body politic could be governed and conflicting interests harmonised for public good if public administration was not detached.

Politics Vis-a-Vis Administration

In a parliamentary democracy more than any other form of Government, public administration holds an inestimable place. While the parliament makes both the Party in power and the Opposition responsible it is Administration that makes the benefits of responsible Government real and abiding. Decision making at the level of parliament by the party in power, moderated or modified by the Opposition to the extent of its influence and the sanity of its public appeal, could be implemented only by the public services which have no connection whatever with the political parties as such but only with the Government. The constitution in all democratic countries lays down by its own terms or by convention the classes of the public services, their responsibilities and conditions of service, and recruitment is by an independent Civil Service Commission which is removed from political parties as well as the rest of the Civil Services itself. Like the judiciary, the public services are in a sense independent and like the judiciary it has to maintain the rule of law in a wider field by its fair, impartial and beneficent functioning. There is, therefore, no necessity for politics to project itself into the field of administration beyond giving it the objectives, measures, dimensions and resources for its functioning, but it is its undoubted responsibility to see that Administration so functions in fact and in substance and indeed in law. Politics could not do so if it is part of the administrative apparatus or if it tries to distort its working. This does not mean that administration is a machine which would work automatically if the switches alone are worked by the

political party from a distance. The energising power of politics is immanent in administration but it should transcend it.

Political appointments when and where

The whole task force of administration is the supporter of the Government established by law and is responsible to the Head of State who is the symbol of constituted authority. It is, therefore, called the 'permanent services' and it has no partisan relationship with the political parties in power. Appointment to the services have, therefore, no political purpose and therefore there is no such thing as political appointments in regularly constituted and classified services. There are, however, certain marginal areas which fall outside the classified services which permit of appointments not on administrative principles but according to principles which are *sui generis* and could be well discerned on principles of morality and public good. There can, therefore, be no arbitrariness anywhere and in the regular services in particular there is no room for political considerations no matter whether the administration is unitary or federal. Even in America where the President is the Head of the State as well as the Head of the Cabinet, the President's appointees are for the purpose of co-ordination which is his responsibility and their influence on the career executives is only to the extent of their establishing points of contact and support in their field for the purpose of formulation of policy. Their number was about 1,100 of which only about 300 were political aides and assistants, and the rest were heads of agencies, deputies, etc. (The figures relate to 1956.) This situation is peculiar to America and has no parallel in any other democratic Government. In fact the Second Hoover Commission preferred to use the term 'non-career' rather than 'political' in classifying political appointments outside the Civil Service. It apparently found that 'political' had an invidious connotation and should be avoided. In the United Kingdom the ruling party might create a plentiful number of parliamentary Under-Secretaries or junior Ministers for political purposes but their impact on the permanent services is little. They are political appointments for training for future party positions. A few of them might have real influence with the permanent services but that depends on their personal qualities or their influence with their Ministers but the generality, it appears are sometimes no better than private secretaries if the Ministers could not make better use of them.

Not applicable to India

Neither the American or the United Kingdom practice has application to India and particularly in State Governments. In the Centre there might be need for some such political appointments to meet the complex needs of a vast country to keep up the political morale. Even at the Centre such appointments should be confined to junior ministerial political posts or other heads of commissions and committees carrying remuneration. There will be no justification for making political appointments inside the classified Civil

(Continued on page 47)

A Good Administrator*

A good administrator is a rare bird. He is rarer in a welfare State functioning under democratic auspices. For to be a good administrator in a welfare State needs some special qualities. For instance an administrator who is good in a police State or totalitarian regime cannot be a success in a democratic Government. An administrator in a democratic set-up has to be democratic in outlook, in approach and in action. Democracy is not merely a form but a way of life. In democracy it is the manner and spirit that count more than the form. Democracy depends upon public support and therefore it is essential that an administrator under democracy has to conduct himself in such a way as to elicit the maximum co-operation from the people.

This leads us to the question as to how he shall conduct himself to this end. In the first place he must have respect and sympathy for political processes and institutions under democracy. A civil servant who has no faith in democracy, in democratic institutions and in political leaders as representatives of the people cannot be a good administrator however much he may possess other valuable qualities. Secondly he must be loyal to the institution which he serves. This loyalty presupposes that he should merge his identity with the institution. He should also yield a good deal of himself to the discipline of the institution. This is not done by many administrators who are otherwise efficient. They labour under the delusion they are bigger than the institution and the institution is only a handmaid to promote their individual ambitions.

A good administrator must always be ready to assume responsibilities. This willingness includes courage readiness to take risks and a dynamic attitude. It also presupposes self-confidence because without self-confidence one cannot assume responsibilities. Self-confidence also enables a man to realise his weak points. The incompetent administrator pretends to know things which he does not know or seeks to justify wrong things which he has done though they may not be justifiable. And when it comes to a question of fixing responsibility he seeks to escape from it trying to father it upon some subordinate. Again a good administrator is an actionist. He knows that government in the last resort is organised action. He has his eye always on dead lines and targets because these only give a sense of urgency to action. To this end he always manages to keep around him men in whose ability he has confidence. Administration is co-operative action and nothing much can be done by a single individual however able he is. He does not rely too much on himself but on the resources of his institution to achieve his ends. In his context he knows the value of team spirit and always takes care to promote it in his organisation by taking his subordinates into his confidence

* Public Administration for a Welfare State by Paul Appleby. Published by Asia Publishing House, Bombay. Price Rs. 5.

and avoiding issuing "orders." He will not take decisions which others should take nor try to impose his decision on others working under him. It is here that his democratic spirit should come into full play. He also should deal with his subordinates in the same manner he conducts himself towards his superiors. This does not mean that he should be a soft man easily gullible or amenable to the devious ways of an unreliable subordinate. He must be a hard task master and must always keep the balance of things even.

With the public, a good administrator is equally effective. He knows that in a democracy people count and they are the masters. He is easily accessible, is a good listener and does not rub people on the wrong side. At the same time he is able to see through the game of people who has something mischievous up their sleeves. He does not make people go to him always and gives firm and decisive replies to their representations. Though he may mix with the public he would take care to see that he does not identify with parties or groups or cliques. He is fair and impersonal in these matters and this helps him to keep himself aright with the public. Even aggrieved parties will not suspect his *bona fides* or impartiality because they know that he is above smaller considerations.

Last but not least a good administrator is not concerned with mere housekeeping alone. That is he is not satisfied if he keeps things tidy and carries on. He is always on the lookout for effecting improvements "Good administrator chiefly encourages, applauds, stimulates and mediates." He has always in mind the welfare and self-development of his employees. To this end he spares no pains, because whatever he does in this regard he knows goes ultimately to improve the usefulness of the institution as a whole.

The value of good administration has increased considerably with the advent of the welfare State. Formerly the State touched the lives of the people at few points only. Now this is not the case. The welfare State is concerned with the life of the citizen at every point. In fact his whole happiness depends on the Government which rules over him. The Government can make him happy or unhappy, it can make him a success or a failure; it can make him active or indifferent. Rousseau said that every man is born good and the government or the society makes him good or bad. One has to remember this fact in the context of the welfare State administration. A good administrator is a precious asset in a welfare State. His value is inestimable. Good administrators are not born. They become so by hard work and perseverance. President Wilson underlined two things in administration. One is that politics should be kept separate from administration and two administration has to be learnt, nobody being born with a skill in it. The latter point is lost sight of by many public servants at the present day.

K.

Some Aspects of Municipal Finance

PROF. A. C. MINOCHA

III

Better Collection of Existing Taxes

The maximum exploitation of available resources is another step suggested for the rehabilitation of municipal finances. A good deal of vulnerability of municipal finances springs from an inefficient machinery both for assessment and collection. The present financial stringency that affects the city government is partly due to the laxity in the matter of collection of taxes. Large amount of arrears have piled up without any serious efforts having been made for their collection. A majority of municipalities fail to collect even 50% of their tax demands and in some cases the amount of arrears outstanding exceed the annual demand for those taxes. Some of the obstacles to the fair yield of taxes are non-separation of executive and deliberative functions, imperfect assessment and collection machinery, undue interference on the part of the councillors, statutory restrictions and lack of civic consciousness among the people.

To improve the situation, it is necessary that the machinery for assessment and collection should proceed without fear and favour and be free from political influence. To ensure prompt payment of taxes, a scheme of rebate as well as levy of penalty should be introduced. Local bodies should be empowered to proceed against movable property for the recovery of arrears. In the event of persistent default in the payment of taxes, municipalities should be empowered to stop providing services to the defaulters so long as arrears are not cleared. Above all, it is the change in the attitude of the citizens reflecting awareness and appreciation of their rights and obligations as members of a large community which is very essential. Local bodies should also take steps to educate their masters.

Some of the local bodies have not exploited their existing powers of taxation. To some extent this is due to the low paying capacity of the people. But apart from this factor, the elected representatives do not want to incur the displeasure of the electorate and politically a greater exploitation of the tax powers is regarded as a hazardous venture. The tendency to look helplessly for outside help is another factor. The State Governments should take action against a local body which fails to exploit its existing powers of taxation. Such local bodies should have no claim on the financial resources of the State Governments.

A survey of municipal revenues in almost every State will show that the existing resources are inadequate for the efficient discharge of municipal functions. The sources of income allocated are inadequate, some of these are encroached upon and more frequently the resources are not fully tapped. In spite of increase in revenues there has been no marked change in the relative

importance of various items comprising municipal revenues. Taxes levied by municipal authorities today are more or less the same as were levied during the days of Lord Ripon.

In the sphere of finances, local bodies are constitutionally handicapped in the sense that they do not have independent powers of selecting taxes for their purpose and have to depend upon the State Government as to which of the rates and taxes enumerated in the State list would be spared for them. Powers of taxation of local bodies are at present derived from the State Legislature which due to increasing economic pressure is keen to retain the maximum powers of taxation for the State Governments and devolve only the minimum possible to the local bodies. This is hardly the way to implement the constitutional directive that exhorts the establishment of vigorous and virile units of local self-Government. In the absence of clear cut demarcation between the State and local taxes, there has been increasing encroachment of the State Government in the legitimate domain of local bodies. Profession tax, entertainment tax and taxes on motor vehicles are some of the instances of such encroachment. The trend in the sources of finances have been in the wrong direction and it is high time that this trend is halted and new sources of revenue are sought to ensure a greater measure of financial independence to municipalities than they have at present.

We agree with the Local Finance Enquiry Committee and the Taxation Enquiry Commission that there should be definite earmarking of certain taxes for the purpose of local taxation either through the amendment of the Constitution or through a convention. An independent committee on the lines of Finance Commission should be appointed for dividing the financial resources between the State Government and local bodies in accordance with well-defined principles. The committee should decide the following matters:

1. The transfer of powers of taxation to local bodies.
2. Assignment of a proportion of certain taxes levied and collected by the State Governments within the municipal areas.
3. Determination of the basis of general purpose and specific grants.
4. Formulation of a borrowing policy for municipalities.

Fresh methods of financial adjustments between the centre and the States on the one hand and local bodies on the other, must be boldly tried on a major scale. Local finances must transcend from the present limitations, if local self-Government is to become a reality.

Our objective is not likely to be achieved within the ambit of existing sources of revenue. The State Governments will have to vacate certain fields in favour of local bodies.

Selection of taxes for local purposes would depend on the suitability of the tax as a local government tax and the amount of revenues which it is

(Continued on page 32)

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Co-operative Farming

A number of questions come up in relation to co-operative farming: First, will co-operative farming societies lead to an increase in agricultural production and thus raise the standard of living of the majority of our sub-marginal cultivators? Secondly, will they preserve the initiative of the farmers and promise adequate reward for better work and improved agricultural techniques? Third, will co-operative farming societies be able to remove fear in the minds of some peasants that by joining such societies they will lose their ownership rights in land and be converted into wage earners? Lastly, will co-operative farming societies be able to prevent crafty persons from joining such societies to circumvent tenancy laws and at the same time gain cheap popularity associated with a progressive cause and thus exploit the worker members of the societies? A visitor's impressions of three co-operative farming societies in Gujarat give some glimpses of the present state of affairs. "What induced you to join the co-operative farming society?" the visitor asked a small peasant, Bhola Bhai Hemdas Patel, of village Vadavswami in Mehsana district. He is a member of the Vadavswami Joint Co-operative Farming Society. Bhola Bhai explained: "I had in all six acres of land, scattered at four different places. I have a family of four adult members to support. Our small holdings were not enough to provide work to all of us, and, as Patels, we did not like to work on other people's land as wage earners. I had, in addition, to keep one pair of bullocks for my agricultural operations. Their maintenance took away a large slice of my agricultural income. My land was largely unirrigated. I could not prevent my hard earned crop from being ravaged by stray animals and thieves. I could not afford to build a well of my own, nor one would have proved economical for my small patches of land. I was convinced that I had nothing to lose by joining the co-operative farming society except perhaps my poverty." "Our Society is only about one and a half year old," he said. "It is still passing through initial organisational pangs and is in the process of building up its strength. I can, however, say that I have substantially benefited from my membership of the society. Before joining the society, my net income from agriculture was about Rs. 600 per year. Now it has gone up to Rs. 1,800, largely because all the members of my family get work on the farm almost throughout the year. I am happy indeed that I joined the society."

As to the commonly held belief in the minds of the people that co-operative farming leads to unemployment resulting from large scale farming economies, Shri Kanti Bhai Chhagan Das Patel, the chairman of the society, said "It is wrong to believe that co-operative farming leads to unemployment. In fact, it creates more employment. Co-operative farming has no meaning unless it leads to improvements in agricultural techniques and planned production. Under co-operative farming, not only are the resources of the

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42, 20m, MSBNA 162.4.7

members pooled together but substantial financial and technical aid is also secured from the Government, service co-operatives and co-operative banks.

“With added resources the society can plan for increased irrigation facilities, use of better seeds and manures, tractors and improved implements, bunding, soil conservation, land improvement and multiple cropping. All these are added to employment. Moreover, supplementary industries can also be started on co-operative farms. In our own Society at Vadavswami, we have bored a tubewell and installed four oil engines on existing wells. We, therefore, raise two crops and are experimenting with sugarcane and vegetable cultivation. As to the impression that once the members join the society they become wage earners and lose their rights on land the reply was: “The members of co-operative farming societies get remuneration for the work done and dividend for the land pooled by them. There is no question of extinguishment of rights in land. The membership in society is entirely voluntary. We do not force members to continue as members though we try to warn them against interested and misinformed propaganda. We are convinced that if our results are good more members would join us.

Whereas Vadavswami is an instance of joint farming society, Saduthala in Gujarat has a collective farming society. A collective farming society differs from a joint farming society in that while in the former ownership rights over individual plots of land are surrendered in favour of the society in the latter the members retain this right. At Saduthala the members have received credit for the value of their land in terms of share capital. Thus while the paid-up share capital of the Vadavswami Society is only Rs. 13,490, that of the Saduthala Society is Rs. 1,32,080. In joint farming, if a few members decide to walk out, the whole work can come to a standstill.

“But how will the initiative of the members be maintained for better work by promising equal returns to all?”

This question was answered by Hargovind Bhai, the chairman of the society. “The initiative will be maintained because we pay for work done by the hour. If some people are idlers or frequent absentees, they will suffer in terms of wages. We have divided our entire land in five blocks each under the charge of a group leader. We encourage healthy competition between them.

Saduthala promises to provide an instance of a new experiment in the field of co-operative farming. So far collective farming societies were mostly organised on Government lands. Saduthala promises to break new ground in the field of privately held lands. Its experience in bold socialistic planning, with equal wages for all, will be watched with keen interest. It is, however, to be seen how the society, in the absence of any known monetary incentives for better work, can sustain the enthusiasm of members over a long period.

At Rasulabad, in district Baroda, the joint farming society has been in existence for the last eleven years, in contrast to the Vadavswami and the Saduthala societies which have been only recently organised. There is another distinguishing feature of this society. While in the case of the other two societies the membership was mostly confined to marginal cultivators (the minimum holding pooled being two acres and the maximum 25), in the case of Rasulabad Society, the three Rao Brothers who took the initiative in organising the society had pooled about 150 acres of their land and combined with ten others to start better farming on 330 acres of land.

Thus the society consists of unequal partners, the smallest shareholder in the society holding only two acres of land. While some protagonists of co-operative farming hold that the membership of such societies should be more or less even so as to save the exploitation of the weaker members by the stronger, there are others who believe that, in the initial stages at least, the leadership of the movement should be assumed by middle class farmer who can provide better guidance and give the desired momentum to this new experiment. Exploitation of similar farmers can be safeguarded by providing more incentives and better return for actual work on the field. The Rasulabad Society provides a good example of successful co-operative effort in the field of farming under the leadership of educated Rao Brothers, the eldest of whom unfortunately died last year. A typical instance of the rise in income of our members is provided by Hirabhai, a poor Harijan member of our society. Before joining the society, he used to earn about one rupee a day as a wage earner. Now he gets Rs. 2 a day as his wages from the Society, besides many other benefits in kind. Hirabhai's brother who is not a member of the society and a wage earner still continues in the same old plight,” replied Shri Rao. “It is not correct to say that the level of wages or incomes has gone up in rural areas in general during the last decade. In fact, condition are worse in most cases.”

To the question—What would you call as the most outstanding achievement of your society during the last ten years? Shri Rao said, “The most outstanding achievement of our society is that we have created the consciousness in the minds of the people in our village and the areas around that agriculture should be carried on with improved techniques. We were the first to purchase a tractor, use improved seeds, start sugarcane and fruits cultivation and adopt Japanese method of paddy sowing in the village. We achieved record production of paddy—76.5B mds. as against 16B mds. per acre, on the average. Before organising the society, only cotton, paddy and jowar were grown on our dry lands. We now produce groundnuts, wheat, fruits, sugarcane and green fodder on our land which is largely irrigated. We have also started the manufacture of gur and put up a machine for paddy husking. Many other people in the village have benefited from our example and are following similar practices and we are very proud of this fact.” Homogeneity was far more important in co-operative farming than numbers. In all these cases selfless leadership was largely responsible for success.

Leaves from History

Thomas Jefferson

The Champion of the Common man

DUMAS MALONE

"If a nation expects to be ignorant and free it expects what it never was and never will be"

Besides being a statesman of the first rank, Jefferson was notable in law and agriculture, in science and invention, in religion and philosophy, in education and architecture. One reason his fame continues to grow is that he had something important to say on so many subjects, and still appeals to so many different interests. His fame has probably reached its highest point, thus far, in our own day, and there is a special explanation for this. More than any other American Jefferson is a symbol of the freedom of the individual, and he represents a complete antithesis to totalitarianism in any form. He is the best single champion whom we can summon from the past and enter in the lists against contemporary dictators.

This prophet of the American way of freedom and democracy was born to a considerable estate, and received the best education that his times afforded. He was a recognized member of the landed aristocracy of Old Virginia, but he was a lifelong foe of every form of special privilege and a champion of the interests of the common people. To him, aristocracies of birth and wealth were artificial; what he believed in was the natural aristocracy of talent and virtue which would inevitably rise under conditions of general freedom. Shy and studious in his youth, and unprepossessing in appearance though strong in body, Jefferson would have preferred to devote himself to the tranquil pursuits of science which so delighted his eager and omnivorous mind. But, as he said, he was drawn into public affairs by emergencies which threatened his country with slavery, and ended by leaving it free. Responding to the challenge of his times, he was for forty years almost continuously in the public service. No other American ever did more to make his country free and keep it free.

The first great struggle of his career was against the mother country. Great Britain had given her colonies more liberties than any other imperial power had, but in Jefferson's young manhood she was threatening these liberties. If he had done nothing more, he would have gained clear title to immortal fame as the author of the Declaration of Independence, with which the history of the United States as a nation began. That document, as it came from his pen in 1776, was far more than the assertion of the rights of these states to be self-governing; it was also a charter of the liberties of Americans and all other men as individuals. It was a manifesto of human rights against any and every sort of tyranny. Jefferson was only thirty-three

when he wrote it as a member of the Continental Congress, but at the end of his long life he still placed it first among his achievements.

Next in importance after the Declaration, Jefferson placed his authorship of the Statute of Virginia for Religious Freedom, which was adopted several years later and has been regarded ever since as one of the noblest expressions of the freedom of the human spirit. He carried on the struggle against intolerance throughout his life, and no saying of his better reveals the essence of the man than the one which can now be seen on the walls of the memorial to him in Washington: "*I have sworn on the altar of God eternal hostility against every form of tyranny over the mind of man.*"

The third service of his which he thought most memorable was the founding, in his old age, of the University of Virginia. Earlier efforts of his in behalf of public elementary schools had been only partially successful, but he stands in our national history as the most eminent early apostle of education for everyone according to his abilities. He regarded universal education as a necessary corollary of political self-government. "*If a nation expects to be ignorant and free,*" he said, "*it expects what never was and never will be.*"

Jefferson's greatest services in his own eyes were to freedom and enlightenment, and he appears to have set little store on his political honours. That he should have been successful in politics is somewhat surprising, for he was no orator and was unhappy in any crowd. In his case, the office nearly always sought the man, not the man the office. After serving in the American Revolution as a legislator and, under very difficult circumstances, as the war governor of his State, he succeeded the most famous of early American diplomats, Benjamin Franklin, as Minister to France. There he witnessed the beginnings of the French Revolution. Appointed by President George Washington as the first Secretary of State, he expected to devote himself to foreign affairs, in which he was well versed and which were exceedingly important in his time. It was because of his opposition to certain policies of his colleague, Alexander Hamilton, first Secretary of the Treasury, that he was drawn into domestic controversy; and the differences between them have been reflected in the division of American political opinion until this day.

These two brilliant and staunchly patriotic men were agreed on some of the most important issues of the time, such as the necessity for creating orderly government under the new Constitution and establishing the credit of the new nation. But they sharply disagreed about some of the means to be employed, and with respect to the ends of government they differed in emphasis. The freedom and happiness of individuals was the main concern of Jefferson, and he believed that Hamilton was going too far in his effort to increase the power of the national government. Perhaps Jefferson would not have gone far enough if things had been left wholly to him. The consensus of historical judgment is that the country needed both men. Jefferson felt that Hamilton was catering to a relatively small group—especially the commercial and financial interests—without sufficient

regard for the great body of the people, who were mostly farmers. Hence Jefferson, whose background was aristocratic, came to be regarded as a prophet of democracy and of agrarianism. In his own day, however, his financial views were conservative, not radical. He feared public debt and favoured and practised economy. He was no advocate of mob rule; he insisted on an educated electorate and expected the people to choose trained leaders. But he will always stand forth in history as a champion of majority rule against the rule of the privileged few, and he had a faith in the character and good sense of the ordinary citizen which has been an inspiration to all succeeding generations.

Jefferson's description of his own election to the Presidency as a "revolution" was exaggeration, but unquestionably it marked a victory for liberty over potential despotism. Freedom of speech and the press had been endangered by the Alien and Sedition Acts, and, at the time of Jefferson's inauguration, the government did seem to be trying to enforce uniformity of political opinion in a time of hysteria over foreign danger. Jefferson checked the tide of political reaction, restored calm common sense to the public counsels, and, in a time when repression was the rule in European countries, gave the United States a liberal government in which men differ in opinion without being stigmatized as unpatriotic.

Jefferson's own political philosophy was a compound of faith in individual human beings and distrust of governmental power as liable to abuse. It seemed to him that a vigorous national government was necessary only in the field of foreign relations; what was most to be desired within the country itself was the freedom of all men to avail themselves on equal terms of the unparalleled opportunities that a relatively undeveloped continent afforded. He set himself against any sort of special favour and, during his Presidency, he enormously increased opportunities open to the people by means of the Louisiana Purchase, which practically doubled the area of the country.

In practice he was by no means a weak executive. He objected to legislative omnipotence as much as to any other form of tyranny; he strongly upheld the prerogatives of the President; and he exerted influence on legislation which was all the more efficacious because it was so tactful. As President, he was the acknowledged leader of his party. He had been very critical of the formalism of official society during the administrations of his predecessors, Washington and Adams, and in reaction he went to the extreme of informality in his own dress and in indifference to protocol, with results which were often amusing. He was a bountiful host and fascinating conversationalist, however, and he fully maintained the dignity of his high office in his own person and character.

After the Louisiana Purchase, when general war was resumed in Europe, Jefferson was confronted with practically insoluble problems in his efforts to maintain American neutrality. He aroused the bitter hostility of important commercial groups, especially in New England. His popularity suffered

during his second term, and he was under something of a cloud when he retired in 1809 at the age of sixty-six. But this cloud lifted during the years of peace that followed the War of 1812. His famous mansion, Monticello, was then in its present form, after a generation of building and rebuilding. The thousands of visitors who now ascend Jefferson's little mountain can see not only the buildings he planned and erected and the grounds he laid out, but also numerous gadgets that he invented and delighted in. It was during his seventeen years of retirement that his fame as the Sage of Monticello came into full flower. He spent his mornings at his writing desk, corresponding with all manner of men on an infinite variety of subjects. His favourite correspondent was ex-President John Adams; with him his old friendship had been most happily restored.

His last years were clouded by financial disaster, but Jefferson retained extraordinary health and serenity. He rode horseback every day, and the vigour of his mind was shown in the far-reaching plans he made for the University of Virginia. That institution remains his architectural and intellectual monument. In his native community, it is said, people still talk as though Mr. Jefferson were in the next room. He continues to speak to his countrymen and indeed to all mankind in his writings. No American of his age left such voluminous papers; they are now being published in an authoritative edition of more than fifty volumes. Few of us can read all of these, but anybody can quote some of his immortal sayings:

"The God who gave us life gave us liberty at the same time."

"Error of opinion may be tolerated where reason is left free to combat it."

"The earth belongs always to the living generation"

"Nothing is unchangeable but the inherent and inalienable rights of man."

He died on July 4, 1826, at the age of eighty-three. On that same day John Adams, unaware that his old friend had gone, spoke his last words: "Thomas Jefferson still survives."

(Continued from page 25)

likely to yield. The amount of revenues required is that which is likely to place municipal finances on a sound footing. The amount required will also depend on the future scale of responsibilities of a local body.

We know that the imposition of any new tax should be unpopular, but given the level of local government expenditure, money must come from somewhere. The present vicious circle must be broken.

A local body cannot render better services unless resources are augmented and unless some visible results appear, the citizens are reluctant to pay more taxes.

The Plans and Administration*

If there is a tide that is really sweeping across Asia, it is not so much Nationalist or Communist, religious or political. It is a tide of enthusiasm for economic planning. It is becoming Asia's religion—the new light of the East. Planning as the Annual Report of the United Nations Commission of Asia says has become a watchword in Asia. (London Times—1957)

This is the age of planning. We hear plans being formulated both in things great and small. Especially in underdeveloped countries, planning has come to stay. This is because these countries which had been under foreign domination have a lot of leeway to make and that in the quickest time possible with limited resources. Hence, planning has become a national necessity. It is often asserted that planning is incompatible with Democracy because democracy which places so much emphasis on individual freedom cannot go with planning which means a measure of curtailment of individual liberty. This is apparently a wrong view. Planning does not mean the negation of individual liberty but only the regulation of individual liberty in public interests which should always take precedence of individual interests. It is an essential feature of Democracy, that it recognises everybody's interest instead of anybody's interest. And planning is only in consonance with this ideal of democracy. Planning in Democracy is fundamentally different from planning under any other form of Government. Democratic methods are always used in planning under Democracy. There is no question of compulsion, no question of coercion and no questions of imposition from outside. On the other hand totalitarian Governments follow different methods. They seek to achieve quick progress by sacrificing the individual on the altar of the state. Concentration camps where millions die have become an inseparable feature of planning under dictatorship.

We are having parliamentary Democracy and great care has been taken by our rulers to see that democratic methods are used in the implementation of our plans. Our Five-Year Plans have not been drawn up by a few top leaders and clamped down on the people. It has emerged as a result of wide discussion among representative elements in the country. Our plans are also democratic in the sense that every family in this country is made to feel a sense of proprietorship in the plan. Everybody is a partner in building a New India which is the ultimate objective of these plans.

Planning has been made necessary by the circumstances of our country. When the Britishers left our country was in a bad way. Our economy has been in a state of stagnation for many decades. The development of resources had not kept pace with the growth of population. Such progress as was reflected in the growth of industry and commerce was counterbalanced

by the increase of under employment in villages and unemployment in towns. Little was done to utilise the vast man-power resources of the country for building up national prosperity. Thus the new national Government was face to face with a big problem. It was, therefore, found necessary to incorporate the basis of our plans in our constitution. For instance, the directive principles of state policy charge the state with the duty of securing "a social order in which justice, social, economic and political shall inform all the institutions of national life." This could not be achieved without planning. There is no precedent, in world's history of a country like India with large population and limited resources striving by democratic processes to build up a new life for itself and achieve social and economic development on a large scale.

The Five-Year Plans are not a series of projects or programmes for the different sectors of our economy with specific financial allocations and targets. In the words of the Prime Minister "it is much vaster—the mighty scene of a nation building itself, remaking itself; all of us working together to make a New India. The ultimate value of these plans consists in the impact it produces on the life of the people, the common man. If it fails to rouse in them a desire of higher standard of living and for new knowledge and new ways of life and to make them more conscious of their rights and obligations, planning will become something artificial imposed from above. For planning to develop the strength and vitality of the nation-wide enterprise it is essential that its roots should be in the people. Agricultural programmes have the highest priority in our plans. The reason for this is obvious. It is only through rapidly increasing agricultural production that you can bring about as large an improvement as possible in the living standards of the people. The Grow-more Food Committee has pointed out that agricultural improvement is an integral part of the much wider programme of raising the standards of rural life. Lenin has said that the cereals are the currency of all currencies.

The merits and demerits of individual programmes under the Plan apart, the success of planning depends upon efficient administration. Sir V. T. Krishnamachari observes "the first condition for success is that the administrative machinery should be improved in efficiency. It is not realised as clearly as it should be that the new conception of the state required a new conception of a public service—that a welfare state demands not merely a change in spirit and outlook in the public services but also that the main services should be expanded to take in men possessing knowledge and experience needed for the new functions devolving on them." Success is also conditional upon the availability of selfless leadership. In a democracy, leadership from the rank and file of the people is an essential requisite for success. It has to be borne in mind in this connection that as far as India is concerned, both political democracy and welfare state came to be introduced almost together. These two stages of development were separated by several decades in other countries like the United Kingdom. There complete responsible Government is more than a century and a half old but the welfare State is a comparatively

* Planning in India by Shri V. T. Krishnamachari. Published by Orient Longman's Ltd. Price Rs. 10.

later conception. The same is the case in United States also. But in India owing to the compulsion of events both these steps were taken at the same time. This has made the responsibility of the administrators as well as the leaders of the public heavier.

The brunt of the administrative problem today centres around the improvement of the country side. "The improvement of rural life is essentially a human problem—how to change the outlook of 70 million families living in the country side, arouse enthusiasm in them for new knowledge and new ways of life and fill them with ambition and the will to live a better life. This is by no means a easy task. The Royal Commission on Agriculture in 1926 found that the improvement in agricultural practices was impossible as the cultivator had no use for increased income being wholly without a desire for a higher standard of living. The elaborate studies of Kusum Nair recorded in her Book "Blossoms in the Dust" show the indifference of the cultivators even to opportunities thrust on them. To transform this inert mass of people into dynamic figures is a truly a herculean task. It requires the highest mettle on the part of administrators.

In the first place the administration should have faith in the objectives of social and economic development and social justice. It is the duty of everyone engaged in it to bear this ideal in mind in whatever he does. This means a radical change in outlook, in our way of looking at every problem coming before us. Broadly a law and order state has to become a welfare State over night. We must remember that welfare state is a very difficult experiment. It demands a high standard of enlightened citizenship and a high standard of responsibility by all citizens. It is a duty of administration to create this sense of responsibility. Much depends in this matter on the method of approach. The old bureaucratic way has no place now; the old patronising way will no longer serve the purpose. What is wanted is a spirit of understanding and sympathy for the people. The common man must be made to feel that members of the administration are his well wishers, ready to do everything possible to promote his weal. This is the crux of the administrative problems today. To the extent we succeed in re-orienting the outlook of public service personnel; to that extent we enable him to enrich his individual efficiency; to the extent we inculcate in him the basic philosophy behind the welfare State and the emphasis on a dedicated spirit, to that extent our plans would accelerate the process of transformation of a police State into a welfare State.

True Religion

The world is my country, all mankind my brethren and to do good is my religion.

THOMAS PAINE

Reports from States

Efficiency drive in Rajasthan

With a view to bringing greater efficiency in Government work and also to inculcate among the employees the right attitude towards their work, a co-ordinated training programme has been recommended by a Committee appointed by the Rajasthan Government. The State Government constituted a Committee in January, 1961 to study and review the training programmes for various services and recommend to the Government measures for bringing about a proper integration of these programmes and improving them. Shri B. Mehta, Chief Secretary to the Government of Rajasthan was the Chairman of the Committee. The Committee has recommended that each entrant into Government service, especially in the higher services, should have post-entry pre-service training to acquaint him with the basic requirements of his profession and inculcate in him the right attitude of mind towards his work. The Committee has suggested refresher courses for Government servants at the age of 30-35 years to enable them to reflect on the experiences gained by them in the initial stages of their service and to share these experiences with their colleagues.

A Middle Management Course just before an officer attains 40 years of age has also been recommended for officers working in different but related Departments. It is envisaged that this course will give Government servants of different departments an opportunity to come together after having gained considerable experience in their respective spheres and to exchange ideas and experiences for mutual benefit.

Similarly, a second refresher course ten years after the first one has also been recommended which will give the officers another opportunity to discuss matters of common interest, share their experiences and study subjects connected with their work. Government servants appointed to the most important posts would do well to collect together and discuss matters relating to State policy, ways and means of bringing about greater efficiency and harmony in the working of different departments and appreciate more intimately the functions and responsibilities of their colleagues engaged in different fields of activity.

The Committee has also suggested that Government servants serving in positions of higher responsibility should be sent to foreign countries for specialised studies. It has recommended that officers who have put in about ten years of service should be sent in batches of not less than two and not more than three to other States in the country especially to non-Hindi speaking areas to study specific subjects connected with their work for a period of about one month. The Committee has recommended common training courses and suggested that as far as possible all the training

(Continued on page 44)

Men and Ideas

A Notable Administrator

Sir M. Visvesvaraya, the great Engineer, Statesman has passed away and India is mourning the loss. He was a remarkable administrator in many ways. He dedicated his life to the service of the country and believed that it was better to wear out than rust out. Hard work, integrity, character, and discipline were his slogans. "By temperament and training Dr. Visvesvaraya has been fiercely energetic in his output of work and he would not tolerate shirkers. As in Bombay, so in Mysore, he fought against laxity and corruption and at the beginning of his career in Mysore, he trod on many toes and his insistence on discipline and strenuous work brought him no little unpopularity." Dr. Visvesvaraya, is the father of Indian planning. Two things he emphasised throughout his career and to both these he made vital contributions. One is that the standard of living cannot be raised without industrialising the country. The second is the very great importance he attached to rural reconstruction. Twenty-eight years ago he pin-pointed the radical defects of Indian rural economy. These defects included the excessive pressure of population on land, the small size of the holdings, their progressive fragmentation, the primitive methods of cultivation, the waste of farm manure, irregular hours of labour, insufficient and uneconomic utilization of women's services, lack of finance for farm work, the old fashioned character of subsidiary occupations pursued, the crushing indebtedness of the ryot, short employment and phenomenal poverty. He was also a great apostle of administrative efficiency. He introduced efficiency audit in the Mysore State and also several other innovations which galvanised the whole administration. Such administrators are more in demand today than at any time before.

Love the Law of Life

The maintenance of children and their physical and mental formation depend both on the family and on the *milieu* which surrounds it. The constituting of this *milieu* is society's most important task. The success of any society demands above all the co-operation and unity of its members. The conduct of each one of us should be ordered to the end of realizing this co-operation and unity.

Anti-social vices have spread in France in the most baleful way. They raise barriers between individuals and make it impossible for the community to survive. Envy and pride have caused just as disastrous divisions between peasants, workers and artisans as between generals, politicians, professors and scientists. Jealousy is responsible for the barrenness of our institutions because, by preventing the rise of the best men, it has put a premium on mediocrity. It is due to jealousy that, in all domains, men who were capable of becoming leaders and of organizing their nation have been eliminated. The inhabitants of one village, one

town, one province, one state are jointly responsible for each other. Nevertheless, as a principle of conduct, joint responsibility has completely failed.

Nothing is more urgent than to put an end to this division. For a society to be prosperous, its members must be united to one another like the stones of a wall. But what cement will join men together in such a manner? The only cement firm enough is love; the love one sometimes finds existing between the members of one family but not extending to strangers. To love someone, said Aristotle, is to wish him well. It is strange that up to now humanity has refused to understand that to wish well to others is indispensable to the success of collective existence. Yet it knows that love of our neighbour and even of our enemy, forgiveness and charity are the essential basis of moral life. It is nearly 2,000 years since it first learned these things. Those rare individuals who obey the commandment sometimes attract the respect of others but in general they are considered fools or visionaries. No one realizes that this law of love constitutes the essential principle of the prosperity of human groups and the very condition of their survival.

Why then is a precept so undoubtedly true not applied? Probably it has remained inapplicable because we have never tried to make it possible to apply it. The precept of loving one's neighbour has a double aspect. Explicitly, it commands every one to love others but implicitly; explicitly, it also commands everyone to make themselves worthy of being loved. It is beyond human power to love the average product of industrial civilization; that is to say, an individual who is selfish, coarse, proud, lazy, envious, intemperate, ill-natured and lubricious. Mutual love will remain a Utopian ideal until we make an effort to give up the habits which render us odious to other people. It is not by elaborating new ideologies or by reforming our political institutions that we shall build a better society. What we must do is to reform our own selves and free ourselves from those vices which separate us from one another. Then it will be possible for neighbour to love neighbour; for workmen to love their employers and employers to love their workmen. Love alone is capable of installing in human societies the order which instinct has established for millions of years among the communities of ants and bees.

Alex Carrel—Reflections on Life.

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MANAGER.

Lessons in Community Development

KURIANSON

Lesson 17

Q. Last time you spoke of the Village Panchayat being the Government on the spot. Doubts are expressed that the Panchayats will not be able to discharge their responsibilities efficiently.

A. Yes. Doubts are liable to arise because of more than one reason. Firstly the rural folk in many places are not sufficiently literate. They have no background in the matter of democratic administration. Thirdly politicians figure large in village politics. They add to class and communal feelings. There are reports from many places that party feeling has increased with the starting of Panchayats. This may be partly true.

Q. Then is it advisable to proceed further with democratic decentralisation.

A. This is no reason why we should give up democratising local institutions at the village level. The rural folk have to learn by doing. They may commit mistakes now and then but in the long run the experience they gain will stand them in good stead. In democracy we have to learn by a process of trial and error. This does not mean that people should not be guided. They have to be educated in regard to their rights and responsibilities. Social education officers can do this. Again the officers attached to the Panchayats can guide them. They are not there simply to carry out what the Panchayats have decided. They have to assist them with their experience and administrative knowledge. Thirdly leaders in the village have a responsibility. They are not simply to follow what their followers tell them. As Mahatma Gandhi has observed a leader has to lead and not to follow.

Q. Is it not likely that there will be friction between the Panchayat members and the officers?

A. Such frictions may occur in the early stages. Because the officers may find it difficult to reconcile themselves to the role of being servants of the people. Under the Police State they were all in all. They were bureaucrats in the true sense of the word exercising authority for its own sake without any consideration for the masses.

This attitude has now to go. Representatives of the people in the Panchayats have also to shed their prejudice about public servants and co-operate with them. They should not try to usurp the authority of public servants nor interfere in the day-to-day administration. This is a common weakness of many people.

Q. Despite all these is it not likely that there would be abuse of power in the administration of Panchayats.

A. Yes, abuse of authority may take place.

Q. Is there any safeguard against it?

A. Abuse of authority can possibly be safeguarded by the Panchayat working through functional committees. In ancient India Panchayats adopted the same procedure. There were functional sub-committees for different subjects. The same thing can be done now also by constituting various sub-committees for different subjects. Such functional sub-committees may also lead to the decentralisation of authority. Every member may feel a sense of participation. Experts can also be co-opted as members of these functional sub-committees.

Q. Is there any other safeguard against abuse of authority?

A. Yes, one other safeguard may also be mentioned. It is that elaborate rules may be framed for the guidance of members in the matter of administration. They can for example lay down conditions under which certain amenities are to be provided. They can also lay down procedures for recurring administrative activities. Rules and procedures ensure uniformity of treatment and obviate charges of discrimination?

Q. Is there any other way of ensuring the usefulness of Panchayats?

A. Much of the usefulness of Panchayats depends on the type of people elected to man the Panchayats. They should be selfless and dedicated people.

They should have a democratic way of thinking that is they should not close their minds to views which they do not like. In everything they should have an open mind. They should always hold the community above the party or group to which they might belong. Politics are a means to an end and not an end in itself. In local affairs there cannot any deep seated difference because as you come down lower and lower there will be less and less room for politics. What is wanted at the local level is wholehearted, social and economic welfare activities, and not politics. This has to be borne in mind by all members of Village Panchayats.

Q. What can an efficient Panchayat administration do?

A. An efficient Panchayat can provide sound leadership in raising the economic and social well being of the people. It can mobilise more than any other agency the resources of the rural folk, the idle man power, the enthusiasm of youths and women and see that that they are canalised in order to promote common weal. A good Panchayat can also provide a sound training ground in democratic leadership. Democracy as the Father of the Nation has observed should begin from the bottom. Twenty people sitting at the centre taking decisions and issuing orders about all things do not make democracy. The essence of democracy is that decision about matters affecting common welfare must be taken by people who are affected by such decisions. It is here the vital role of Panchayats as the grass root of democracy comes in. If Panchayat administration is riddled with politics and local factions then the chances of a stable democracy at the top would become difficult.

Rambles in Officialdom

(CANDIDUS)

XXII. The Deputation

(A Drama in one Scene and many Acts in Officialdom.)

PROLOGUE

IN this novel drama the Scene never changes, being the same throughout ; it is the conference room in the office of the Panjandrum, where a deputation of officials, members of the Union wait for him, and go through the processes of a formal meeting and exchange of views across the table. Though the scene does not change the Acts do, and that in a quick tempo, ending with a climax. Candidus may be pardoned for any twist and the upset of the usual dramatic sequence ; but he pleads that this is a true-to-life reproduction.

CAST

Shri Pepperface : The Panjandrum.

Shri Chooaji : His personal assistant ; a man with a thin chinless and rat-like face and rat-like qualities. His real name is Shivaji, "the mountain rat" of the angry Moghul Aurangzeb.

Sarvashris Pran Jiwan B.A., LL.B. : Leader of the deputation ; a selection grade official with a lot of frustrations in his official career to his credit (debit?). Apt to consider himself as a practical philosopher, but nicknamed by his uncharitable enemies as "Law-left-behind" (alluding to his degree in law) when he entered the service as a time-scale Clerk.

Moochwala : A class IV Official with a "killing" moustache ; and a "character" of the Union. He speaks by gestures rather than by his tongue. A "must" for all meetings.

Recordist : An Official whose name does not matter ; knows stenography and takes down verbatim at the conference, though not contributing himself to the conversation.

ACT I

Pran Jiwan : The Panjandrum asked us to meet him here exactly at 3 p.m. and we are here dead on time. Can you please tell us where he has gone?

Chooaji : How can I know the circuitry of his movement ? He never told me anything about your deputation, nor advised me about any instructions to you. I could only overhear him instructing the driver on the start of his car, "To the Aerodrome."

Recordist : (In one of the rare moments when he talked) Pran Jiwanji : Did you not notice the rumour that our Minister from D——— might pass through this place by air this afternoon on his way to B———?

Pran Jiwan : Yes, that is right ! The wise guy must have gone there not to miss an opportunity of crowcatching ! But at least he could have had the courtesy, which he talks thirteen to the dozen, to tell us about any change in time. (Alarms and Incursions ! Enter the Panjandrum Sri Pran Jiwan greets him.)

ACT II

(Panjandrum takes his seat, and motions others to their seats, takes a look at his watch, and puckers his face, a habit which earned him his sobriquet of "pepper face")

Panjandrum : Now here we are bhadralog ! ("Gentlemen !") in official English) I am sorry I kept you waiting for a bit, but the exigencies of services——Shri Chooaji, please let me have the file about the Union.

(Shri Chooaji goes out and comes again with a bundle of battered papers and hands it to the Panjandrum).

(Turning to the deputationists while turning over the papers in a purposeless fashion), You have come here in a deputation on behalf of the Union. Let us get down to the brass tacks. What is it all about ? Have you any grievance or special points for discussion ?

Pran Jiwan : Sir, this time it is not a grievance, but one of the fundamental questions about our relationship, the Union on the one hand and the administration on the other. We want to fix the basic policies in our approach towards each other.....

Panjandrum : Policies have already been laid down by the top. We have to discuss only specific matters which fall within that framework as necessary.

(At this stage Shri Moochwala suddenly stands up and throws up his right hand with the five fingers outstretched with a violent gesture, his thick moustache twitching all the time ; and within a minute he sits down as quickly as he stood up ; the Panjandrum shows a trace of nervousness at this unexpected act but soon collects himself).

(Turning to Moochwala)

Well, what is that you have got to say ?

Pran Jiwan : Sir, my colleague only wanted to draw your attention to the famous principle of Panch Sheel.

Panjandrum : But it is all about politics ! We will have nothing of politics in Offices ; we are forbidden to indulge in professing or exhibiting the same as per our conduct rules.

Pran Jiwan : Excuse me, Sir ; Panch Sheel is not to be dismissed as mere politics. We must have, if I might use my phrase, our own "Official Panch Sheel which is no more than a set of five basic principles. These

cardinal principles should guide our relationship in all our future negotiations”.

Panjudrum : Well, I do not quite understand you.

Pran Jiwan : Let me explain, Sir. You very well know, Sir, that often our discussions do not come to any conclusion or produce a tangible result. Some small thing, a mere technicality, say a rule, or even a want of a rule in some cases comes in the way and the matter is carried over. We should therefore have more than a rule—a principle. A rule is a straight and narrow lane, but a principle is a Broad Highway. Our central headquarters have directed us to meet you at this level to get to know your views on Panch Sheel, or the five great principles.

Panjudrum : What are those principles ?

Pran Jiwan : Our G. H. Q. have enunciated them in the following way :

- (1) The Union is pleased to recognise the right of the Administration in its day to day work, executive as well as administrative.
- (2) The Administration on the hand is bound to recognise the Union, as perennial a body as the Administration itself; as the representative of all the workers, past, present and future without trying to drive a few wedges on some pretext or others; and of its right to criticize the Administration and to make its own suggestions in a constructive way.
- (3) On all matters of general policy (except “ High Policies ” affecting only the Panjudrums) action should be taken in consultation and after agreement with the Union.
- (4) In case of any difference of view on any matter of policy the Union as well as the Administration agree to explore and adopt all possible democratic methods for solving such disputes.
- (5) The Union and the Administration are really complementary units in Service, just as the Government and a responsible and effective opposition in any good political system.....

Moochwala : Union our Administration Bhai-Bhai ! Administration Zindabad ! Union Zindabad ! Panch Sheel Zindabad !

(At this moment the telephone rings and the Panjudrum reaches out for the same. The colour of his pepper-face turns to mustard ; and the shrill voice at the other end of the line does not stop even when he replaces the telephone deliberately after forcing the conversation to a finish.)

All the while, Sri Moochwala is in a mood of ecstasy and goes on reciting the following lines sotto voce unmindful of the presence of the others and even the winks of Sri Pran Jiwan cautioning him to stop.

“ The Union and the Sarkar feel

It'd be grand to have Panch Sheel ”.

ACT III

Panjudrum : (Looking hard at Sri Moochwala and thinking to himself) Panch Sheel my foot ! Why only five ? These chaps in their madness will increase it to ten in no time—(aloud, addressing Pran Jiwan) Your Panch Sheel is a fine thing indeed. But you know all policy matters are laid down at the top at the ministerial level, and we are governed by them once they are laid. So far as I am concerned, I should feel no difficulty, once it is approved as a policy.

Pran Jiwan : Thank you very much, Sir. In a co-operative modern world there is much scope for working in unison between the Administration and the Union, once Panch Sheel is adopted ; and progressive people like you can contribute much to this.

(At this moment the ten-year-old son of Pran Jiwan comes running into the conference room and breathlessly hands over five bits of crumpled paper to his father) and stammers—“ Myself and sister Lulu playing—your paper with flowers drawn—our dog picked it up and dropped in front of a cow—eat portions of it mother sees—snatches it from cow's mouth—these—sends me to you thinking important office paper.

Recordist : (Taking one piece and closely examining it) “ Why ! It is the paper on which we had recorded the “ Panch Sheel ” and you had taken home for giving some artistic touches.”

Pran Jiwan : (In sobbing tones) My Panch Sheel—in five scraps of paper !

(Curtain falls on the only scene of the Drama).

(Continued from page 36)

institutions of all general services should be located at one place preferably in a University town.

For promotion from subordinate to a gazetted or State service or to a higher grade in the same service a system of promotion examination on the lines of such examinations held in the armed forces has been suggested. It will induce the service personnel to keep themselves abreast of the upto-date developments in their respective spheres of activity and will also weed out really incompetent hands who do not deserve promotion.

Combined competitive examinations for all State and subordinate services, increase in the period of probation for direct recruits, compulsory extension training for officers of development departments and establishment of a Directorate of Training to co-ordinate the training programmes of different services in the State have also been recommended.

For an Administrator's Note-book

Essence of Democracy

The essence of democracy.....is respect for the individual. The measure of a man's devotion to democracy is determined by the strength of his conviction that men and women should be able to get what they want. The person who believes in democracy accepts the proposition that everybody counts. In a democracy any man who manages to be born is entitled to consideration. He does not acquire a claim to consideration because he was born into a social class or because he acquires wealth or for any other reason that is applicable only to a part of the population; he is entitled to consideration because he is a human being. This is the root idea in democratic theory as I see it.

HYNEMAN

Real Foundation of Government

I think that one distinct act of injustice, one clear instance of unfaithfulness to the principles upon which our Government of India depends, one positive proof that we cannot and will not do justice.....would in the long run shake our power more deeply than even financial or military disasters.

F. STEPHEN

Democracy

Democracy has often been refuted but it has never been silenced. Its difficulties are practical difficulties; it is slow cumbersome, inefficient, 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 with its machinery rather than with its philosophy. The democratic state is not seeking an ideal of efficiency or of stability, the primary purpose of the Government is to promote the happiness, the self-realisation of the individual. This democracy achieves perhaps to a greater degree than any other form of Government and in so far as it does achieve this it fulfils its ideal.

C. M. WILTSE .

Confidence of the people.

If a Government loses its riches or its soldiery nothing much is lost. Both can be replaced. But if it loses the confidence of the people everything is lost.

CONFUCIUS

New Administrator Library

Statistical outline of India, prepared by the Department of Economics and Statistics, Tata Industries Ltd., and published by Vora and Co., Bombay. Price Rs. 3.

This publication is the fifth of the series that is being published every alternate year since 1953. It brings out in a handy form key statistics bearing on Indian Economy. The statistical data gives in the previous editions have been brought up-to-date in the present publication. A few new tables have also been added.

The importance of statistics in assessing progress is a patent fact. The difficulty with most statistical publications is that they are bulky volumes with a forbidding appearance. As a result few are inclined to wade through them and reach their conclusions. This defect is however absent in the publication under review. Only essential statistics are selected and they are arranged according to a clear cut pattern. These have made the perusal of the publication easy.

It is good that a private organisation has undertaken this work. In this country it is not usual for private business to undertake any work unless it has a direct bearing on their interests. This is not the case in U. S. A. and other countries. There private enterprise supports causes which would contribute to the general good of society. For instance several organisations engaged in promoting the causes of social welfare and better administration there are able to carry on mainly because of the financial support extended by private enterprise. Such a thing is unheard of in this country. Here it has been said the Indian capitalist would never raise his little finger unless he feels that by being inactive he would be endangering his personal interests. This attitude seems to have contributed much to the growth of communism in this country, for it has been pointed out that in States where the more fortunate section of the people are charitable minded there communism has found themselves, up against a stone wall. The best way therefore to tackle the menace of communism is for private enterprise to think more in terms of public interest than in terms of exclusive business interests.

In search of Supreme Volume III by M. K. Gandhi, compiled and edited by V. B. Kher, published by Navajivan Publishing House, Ahmedabad. Price Rs. 5.

In this third volume are set out Mahatma Gandhi's views on such diverse topics as, religious toleration, cow protection, varnashrama-dharma, untouchability, inter-dining and inter-marriages, christianity, Islam, etc. The views are more or less incidental to his pursuit of truth which according to Gandhiji's a synonym for God. His views on other religions show that he was a great believer in the fundamental truth of all great religions in the world. "I believe" he said "that all religions are God Given and I believe that they were necessary for people to whom these religions were revealed."

It is good that Navajivan Publishing House has brought together in a compact Volume Gandhiji's views on some of the burning topics which have agitated mankind from the remote past.

The Problem of Education by M. K. Gandhi, published by Navajivan Publishing House. Price Rs 3.50.

This publication is a compilation of the writings and speeches of Mahatma Gandhi on education. The book is of special interest in the context of the fact that Mahatmaji was the originator of the Basic Education Scheme which is now being implemented. The book traces the slow development of Gandhiji's views on matters of education and it would therefore be of particular interest to those connected with current educational problems. But the pity is few people have the reading habit and unless this is popularised by Government such publications cannot produce the benefits they are intended to produce. K.

(Continued from page 21)

Services. This is even more so in the State Governments whose political ambit is next to nothing and they are in essence only administrative States. There has, however, been increasing tendency of appointments and promotion being made in India on political grounds, in the first instance as temporary and later on being integrated with the regular cadres. This has a disruptive influence and militates against equity and justice. The political appointments if at all inevitable must terminate with the going out of power of the political chief or party. If in any country the same party happens to be in continuous power, the political appointments will deteriorate into jobbery and the danger thereof will be incalculable. Placements in the Civil Services like the judiciary should be unconnected with political considerations. An orderly Civil Government would otherwise become impossible and it would in the very short run become a breeding ground for cliques and cabals which would be no good to any one. The purity of the administration is verily its strength and its defilement in one form or another is not wise even for temporary advantages.

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

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Thompson & Co Private Ltd

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(ESTABLISHED 1890)

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