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## THE NEW ADMINISTRATOR

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SEPTEMBER 1963

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### GOVERNMENT PUBLICITY

The Department of Journalism of the Osmania University recently conducted a survey of a hundred villages to assess the extent to which people in rural areas are wellinformed or ill-informed. The findings of the survey are disappointing and have been widely commented in the Press. It has been found that people in rural areas by and large are illinformed or uninformed. Many have not heard even about the border dispute nor do they know some of the basic facts about their own country. The bulk of the people depend upon gossip as their source of information.

This is certainly a lamentable state of affairs. Information is the raw material of public opinion and public opinion is the foundation of democracy. When people are illinformed or uninformed the democratic government is on slippery ground and this is why all democracies have taken it as one of their major responsibilities to disseminate information and thus help the creation of informed public opinion. No Government in modern times has minimised the importance of this task. The problem is particularly difficult in countries where the percentage of literacy is low as in our country. Oral propaganda therefore has to be freely resorted to in such a situation. This is what the British Rulers did during the last war. In villages they sought to disseminate information through the organisation of Reading circles. Under this scheme the villagers assembled once or twice in a week in a common place and local village officers or schoolmasters read out to them the latest news mainly from newspapers or journals which supported war effort. In one State alone the number of circles exceeded 15,000. They worked well. Much of the support which rural people extended to the war effort at that time could be traced to this fact.

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If rural folk today are largely illinformed or uninformed the position is not any way better in regard to the rank and file of public servants. People who have contacts with the public service personnel can bear ample testimony to this fact. Many even among the higher ranks of public service not to speak of the lower categories are blissfully ignorant about vital facts, about planning under democracy about welfare State and about the various aspects of our five year plans and the new techniques in administration. It is no exaggeration to say that even the bulk of Community Development personnel do not have the minimum background information about rural problems which is essential for them if they are to do their work efficiently. What is more amazing is that even district officers do not care to acquaint themselves with the basic facts about our plans and programmes whose implementation is their main responsibility. It is therefore small wonder that many of our plans have suffered much in their execution. Speaking at the recent conference of Community Development officers at New Delhi, Mr. G. L. Nanda referred to this fact. It is therefore unfortunate that very little efforts have been made to counter this state of affairs. The apathy of State Governments in this regard is most astounding. They may spend money on a hundred thousand things; they may incur waste in a hundred directions but they do not hesitate to cut down expenditure on the slightest pretext on the means of disseminating information among public service personnel. Nor are public servants interested in keeping themselves well-informed. They are moving with the wind. They know that without caring to equip themselves with knowledge they can carry on and walk over to the higher rungs in the ladder.

It is time to call a halt to this anomalous position. Every State Government has therefore to mobilise their entire publicity machinery and disseminate information. It has to be remembered in this connection that an informed public service is an essential prelude to any scheme of mass information.

**"Man and not dollar is the key to progress."**

## News and Notes

### Tribals in Mysore

There are about two lakhs of tribals in Mysore State belonging to sixteen distinct groups with nine sub-groups. One tribe differs from the other and each has its own customs and traditions. Some of them are very primitive. They live in dense forests and on top of hills. One reason why the tribes lead a nomadic life is that they do not possess any land themselves and others, who approach them, merely exploit them. On account of this social and economic exploitation, they try to keep away from others. The State Government is trying to give them some land to settle down. Besides the Government is providing facilities for reclamation of land and making it fit for cultivation. It also provides agricultural implements and offers guidance in cultivation. There are at present 65 agricultural colonies in the State where the tribes have settled down. Houses in groups with approach roads are also provided. Steps are taken to provide facilities for developing crafts to utilise their talent. Multi-purpose co-operative societies and forest labour co-operative societies are organised to assist them. One important item of the welfare scheme is Ashram schools, where children of the tribes are fed, clothed and lodged, apart from being given general and basic education. There are at present 23 Ashram schools in the State. Women and children Welfare Centres are organised to better the condition of women and children of the tribes. Here, children in the age group of 2-3 are taken care of as in nursery schools. These centres have an additional advantage. The women gather in the evenings and are trained to bring up children on sound lines. They are also instructed in tailoring and other crafts to enable them to supplement the income of the family. Sewing machines and similar equipment are provided in these centres. A health scheme has been introduced for those living in forests. A mobile medical unit operates with a jeep, in which a doctor, midwives, health inspectors and compounders visit the colonies and give health education, and preventive medical aid, besides attending on the sick. If necessary, the sick are removed to hospitals outside for treatment. The tribes also enjoy free legal aid in litigations against vested interests. Another important programme of the welfare project is to improve the mental outlook of the tribes. Periodical conferences are organised where officers hold heart-to-heart discussions with the tribes, understand their problems and formulate schemes for improvement. Free food and cloth distribution attract tribes to these conferences.

### Literacy in Israel

Literacy in Israel is approximately 86%. When the State was established in 1948, literacy amongst the Jewish population was 100% and school attendance 100%. The educational situation of the Arab population at this time was superior to that in any other Middle Eastern country owing to extensive British assistance, but still school attendance

was only 65% for Arab boys and 15% for Arab girls. Today in Israel, school attendance is almost complete for Arab boys as it is for Jewish children and has risen spectacularly to 50% for Arab girls. This has been due to unremitting and continuing efforts on the part of the Government including special schooling facilities for Beduin children. These efforts have resulted in raising Arab literacy figures encouragingly and the trend continues strongly. This year saw a landmark in the first Beduin student being admitted to the Hebrew University to study medicine. Illiteracy amongst the Jewish population is confined to elderly people who immigrated into Israel from countries without educational opportunities at an age too advanced to be able to take advantage of the extended network of adult educational facilities available in Israel.

### Cooperation

The year 1961-62 recorded a substantial growth of the cooperative movement in the country. There was a marked increase in all types of cooperative activity over the two Plan periods. According to figures available, cooperative societies of all types increased from about 1.8 lakhs in 1950-51 to well over 3.3 lakhs now. There was also a nearly five-fold increase in the share capital and working capital of these societies over the two Plan periods. This indicates that the cooperatives are doing their best to meet the needs of the farmer in the efforts to increase food production. The number of primary agricultural credit and multi-purpose societies was 2,14,942 in 1961-62, as against 2,12,129 in the previous year. These societies covered about a third of the rural population and their membership at the end of 1961-62 was 195.60 lakhs which is 25.19 lakhs more than the previous year. The average membership of each society is estimated at 91. All villages in Gujarat, Madras, Kerala and Uttar Pradesh are now covered by primary credit societies. More than 95% of the villages have been covered in Maharashtra and Punjab. Coverage of villages in all other States except Orissa is well over 60%. Some 3,006 primary cooperative marketing institutions were functioning in the country by the end of 1961-62. There were 107 marketing societies for cotton; 207 for fruits and vegetables; 15 for arecanut; 14 for tobacco; 48 for coconut; and 91 societies for other specialised commodities. Some 2,524 general purpose primary marketing societies were there at the end of 1961-62.

### Regulated Markets

Regulated Markets enable the primary agricultural producer to sell his produce at a fair price by eliminating various marketing malpractices. Over 1,000 of these markets have been set up till now, by legislation, in the different States. These markets also assist in developing, in the farmer, a "marketing sense" and a consciousness of his rights. The Sangli regulated market in Maharashtra is a classic example of its kind. Its management is entrusted to a 15-member Marketing Committee consisting of elected

representatives of farmers, traders and local bodies and Government nominees. In a little over a decade the Market has taken in approximately 70 per cent of the trade in 19 agricultural commodities. Farmer-producers from 200 villages in neighbouring talukas now avail of its facilities. How is this regulated market different from any other commodity market or *mandi*? Like the thousand and odd regulated markets throughout the country, the Sangli market strives to secure for the primary agricultural producer a fair price for his produce. It offers modern marketing facilities and helps in eliminating malpractices. Sales are supervised, proper weighing done and sale proceeds promptly paid. The sale of goods in the Market follows a well-defined pattern. All the produce brought to the Market is generally sold by open auction. The Sangli Market also serves as a practical training ground for one of the two All-India Market Secretaries Training Centres run by the Government of India. The other Training Centre is at Hyderabad.

#### Expansion of Housing in Germany

Every sixth family in the Federal Republic of Germany holds a special savings-contract for house-building and about 3.5 million such contracts have been issued. They represent a capital expenditure of about D.M. 60 billion, strictly devoted to the establishment of new family homes. As on September 30, 1961, special savings associations for home-building had issued financial allocations for building jobs amounting to D.M. 4.47 billion. And about D.M. 6.26 billion was the total sum of new contracts concluded. There are some 31 public and private associations in the Federal Republic promoting home-building on the savings-plan basis. In 1960, their share in financing new homes amounted to D.M. 3.2 billion, or about 20 per cent of all investments on home-building. During the last five years, the total sum of home-building contracts has doubled. About 30 per cent of all contractors are workers. Mr. Paul Lucke, Federal Minister for Housing and City Planning, says "About 300,000 housing units will be built for the families in the lower income groups. The Federal Government tries to keep the building capacity as high as possible. 'Keep-building', especially family homes, is the chief aim of the building policy of the Federal Government, now and in future".

#### Foreign Students in U. S. A.

Judging by statistics, either foreign students are becoming more popular in America each year, or American universities are becoming more popular with students from abroad. In any event, the number of foreign students attending American universities has more than tripled in recent years. In 1961-62 the United States was the country receiving the largest number of students from overseas, about 60,000 of them studying at some 2,000 colleges and universities. Coming from 150 countries, these students chose a variety of specialities, but nearly half selected engineering and the humanities.

Seven institutions had more than 1,000 foreign students, 18 had more than 400 enrolled.

#### Welfare of Jawans' Families

The Assam Government has decided to earmark an area of 21,000 bighas of cultivable waste land for future settlement of ex-servicemen and their families and also of those service personnel who have been killed or disabled in action in the present emergency. Land owned by Officers and Jawans will be exempted from land revenue for the duration of their Army service, and, if they are killed or disabled, till the next re-settlement or such further time as Government may extend to. Recovery of any dues from such Officers and Jawans to the Government or any Government agency will remain suspended as long as they are in army service and the same will be waived in case of those killed or disabled in action. The properties, and other interests of a like nature of service personnel will be looked after either by the District Soldiers, Sailors and Airmen Board or by an officer under the Deputy Commissioner or the Subdivisional Officer.

#### Training for Rural Leadership

Most young people engaged in village agricultural operations find it difficult to receive practical and theoretical training in farming techniques and related agricultural occupations. To meet their needs, the Young Farmers Association (YFA) is establishing training centres which will develop and conduct an effective training programme in the field of agriculture and leadership. Promising rural youths will be selected to undergo a short training course, designed to deal with various problems young people face on the farm and in the community. Recently the Chief Minister of Gujarat, opened such a farm-training centre at Ahmedabad. The farm-training centre is run by the YFA with hostel furnishings, classroom equipment and basic farm implements supplied by the Cooperative for American Relief Everywhere (CARE). The Ahmedabad Centre will train about 500 young men a year. Besides this centre, there are two others in operation in Mysore and Maharashtra and three more in other states are planned. The centres are located at sites which have soil, water, climate and crop conditions typical of the areas from which the village youth are selected for training. The Training Centre adopts a few villages nearby, and with the help of its trainees shows farmers how to grow and raise a better crop. A few young farmers' pilot-project clubs are also planned to impart instructions to these trainees in poultry raising, dairy operating, bee-keeping and fruit cultivation.

#### Electrification

All towns and villages with a population exceeding 5,000 and 50 per cent of all villages with a population ranging from 2,000 to 5,000 are expected to be electrified by the end of the Third Five-Year Plan. Up to the

(Continued on page 15)

## Trends in Administration

### Craftsmen Training Scheme

About 156 additional technical institutes will be established by the Directorate General of Employment and Training, Union Ministry of Labour and Employment by the end of March, 1966. This will bring the total number of institutes to 323. This programme of expansion will provide admission to 58,000 additional trainees, thus raising the total admission capacity of the institutes to over one lakh. An extensive training programme in engineering and non-engineering trades has been launched by the Directorate General of Employment and Training to ensure steady flow of skilled workers to the expanding industry. While the State Governments are in charge of the administration of the institutes, the Ministry of Labour and Employment coordinates the training programmes and lays down the policy. The training period in non-engineering trades will extend to 12 months and in engineering trades to two years of which the first 18 months will be spent by the trainees at the institutes and the remaining six months at factories for in-plant training. Training will be provided free to all selected candidates. In addition, a stipend of Rs. 25 per month will be awarded to one-third of the total number of trainees. Free hostel accommodation will be provided to 30 per cent of the trainees, under the scheme.

### University Students in Rural Reconstruction

In order to make educated youth familiar with the purpose and process of reconstruction work going on in rural India, it is proposed to organise camps in rural areas for university students during the next summer vacation. To begin with, 1,000 camps for 50,000 students are likely to be organised. The programme envisages coverage of one lakh students every year. University students under this programme will be able to spend every day during their camp life at least four hours on manual work projects and two hours on adult literacy drive. Manual work projects will be selected by the Panchayat Samitis. Before the programme is launched on an All-India basis, a pilot camp consisting of a selected number of University Directors of youth programme, physical education instructors and teachers will be organised in rural areas. It has been suggested by the Union Ministry of Community Development and Cooperation that at this preliminary meet details of the students camps planned for the next summer vacation may be worked out. The total expenses for the scheme would come to about Rs. 17.5 lakhs. Of this Rs. 8.75 lakhs is to be provided by the Education Ministry, Rs. 5 lakhs from Block budgets and the rest will be borne by the Panchayats.

### All-Round Development of Rural Areas

The question of increasing employment and incomes of the large mass of people in villages through rural industrialisation dominated the discussions

at the two-day Conference of Chief Ministers and Industries Ministers of States, held recently. Rapid implementation of rural industries programme, conceived as an integral part of a total rural development programme, utilising local genius and resources in manpower and raw materials, was stressed by several delegates including economists, social workers and State Ministers. These industries projects will, it was felt, contribute towards the balanced development of backward areas, meet local demands for essential goods and provide gainful employment to a large number of unemployed and underemployed, thereby improving their living standards. The object of rural industries programme is to broaden and diversify the economic structure of the villages for bringing about an all-round improvement in the living standards of the people. For reducing cost of production and increasing operational efficiency, it was agreed that fullest use should be made of technology and scientific knowledge. Regular training should be given to people in the use of modern equipment and machinery. Arrangements should be made for continuous research in the development of techniques. The need for social support, administrative guidance and provision of motive power was stressed. It was felt that transport and communication facilities should be further developed and intensive market research carried out along with an adequate sales promotion programme. The importance of making available electricity and finance at low rates and integrated functioning of different operational and administrative agencies was also stressed.

### No official business at home

The Andhra Pradesh Government has passed an order that all Government officers should transact their official business in offices only. The order said that no private individual or non-official should be received by any officer at his residence for the purpose of discussing any official matter unless it was of extreme urgency. The order followed information received by the Government that some non-official members of the public visited the residences of officers, with whom cases in which they were interested were pending, with the intention of discussing them and, if possible, getting their orders passed in the concerned files in the officers' presence. The innovation has been criticised in the press as inadequate. It is pointed out that there are a hundred ways and more to circumvent this injunction. Of course no law can shut out all loop holes. In the last resort the only effective remedy is that human standards have to improve. This will be possible only with more reading, more study and more knowledge.

### Life Insurance Scheme in Rural Areas

The first Rural Life Insurance Campaign in Rajasthan was launched in 1958 to carry the message of Life Insurance to the far-flung villages and to encourage participation of the rural population in the scheme. The success in this direction is seen from the 5,000 rural insurance policies with a risk

of about Rs. 1.34 crores which the Chief Minister of Rajasthan presented to the Prime Minister on the occasion of his birthday last year. The Panchayats have taken keen interest in making the scheme a success. The agency of Life Insurance work was given to persons nominated by the Panchayats and a major part of the income on account of commission for this work was included in the revenue of the Panchayats. On the basis of the experience of the first campaign it was considered necessary that more facilities be provided to rural policy holders to deposit their premiums. Consequently a scheme providing facilities of depositing premiums in all Post Offices of Jaipur district having Savings Account was inaugurated at Chandlai village in March last year by the Union Finance Minister. During 1960, 24,675 rural policies were undertaken covering a risk of Rs. 10,42,42,369. In 1961 30,834 policies amounting to Rs. 11,90,34,044 were undertaken while 7,796 policies covering a risk of Rs. 2,81,69,450 were undertaken during the three months from January to March this year. The State Panchayat and Development Department has arranged with the Life Insurance Corporation that the rural policy holders will deposit their premium at the time of paying land revenue with the Patwaris.

#### **Programme of Village Volunteer Force**

The total strength of the Village Volunteer Force in the country is 141 lakhs. Of this 4.96 lakhs are women. To Orissa goes the credit of having enrolled the highest number of women - 2.6 lakhs. The total number of man-days labour donated to the Defence Labour Bank is 562 lakhs. Out of this 46 lakh man-days have been utilised for implementing various production programmes. A sum of Rs. 7.75 lakhs has been received as cash donations for the Defence Labour Bank. By and large, the programmes taken up by the V. V. F. relate to agricultural production and supporting tasks. Some of the highlights of the programme are bunding and soil conservation in 25,000 acres of land in Maharashtra and excavation of field channels to irrigate 27,000 acres of land in Madhya Pradesh. In Punjab and Rajasthan waste lands and in Orissa 46,000 village tanks have been vested in the Panchayats for development, among others, through the Defence Labour Bank resources. In addition, in Orissa each Panchayat is also being given about 5 acres of land and in Madhya Pradesh about one acre of land to be developed by the Panchayats as revenue-yielding assets with the assistance of the D.L.B. In West Bengal, as many as one-lakh tanks are proposed to be developed for pisciculture through Panchayats.

#### **Economy at the Centre**

The Union Government has decided that no new posts should be created by the Ministries without obtaining the "express approval" of the Finance and Home Ministers, it is learnt. The decision follows a suggestion made by the Economy Committee. The committee has located the following additional staff: joint secretaries and officers of that rank 9, deputy secretaries and officers of same status 33, under secretaries 75, section officers 152.

assistants and upper division clerks 486, lower division clerks 730, class IV employees 475. In addition, certain technical and advisory posts have also been found supernumerary. The staff declared surplus are not being retrenched but absorbed where there is additional work. There is, therefore, no question of any financial saving but, it is explained nonetheless there is gain inasmuch as additional recruitment has been stopped. State Governments will do well to effect similar drastic economies.

#### **Drive for efficiency**

The Punjab Government has chargesheeted 1,431 teachers of Government higher secondary and high schools in the State for showing poor results in the examinations. The Chief Minister said action would be taken against these teachers. Another 2,000 teachers had been given a verbal warning for unsatisfactory results in the examinations. Teachers, who had produced goods results, would be rewarded by the Government, he added. It had come to his notice that headmasters and headmistresses of Government schools mostly kept themselves busy with administrative work. They had been directed to teach at least one important subject to the students to improve the standard of education. Similar drive is necessary in other spheres also. The common man is more concerned with the inefficiency of Public offices. He has to wait for months to get a reply to his petition. Sometimes he may not get a reply at all. He may have to wait for years to get a bill paid. He may have to grease the palms of many to get a small thing done. These small things cause irritation and discontent.

#### **Basic Concept of Social Education**

"Social Education is an ever-expanding concept and every process that contributes to bringing about social change and the impact of changed circumstances of modern life can be conceived as factor in evolving the concept" thus observes the first report of the Standing Committee of the Central Advisory Board of Education on Social Education. The Social Education seeks to bring about a desirable social change by acquainting people with the ever-changing currents in social, economic and political life and to instil in them a faith in themselves and in the future of their country. It inspires them to take a living interest in the affairs of the State and its plans and programmes of development and in the many problems of social reconstruction. It has to be education for better life in all its aspects-work, rest and recreation. Social education activities includes the following among other things. A drive against illiteracy and ignorance consisting in organising literacy campaigns and classes; reading rooms, community listening sets etc. A scheme to educate people in community organisation by organising youth clubs, women's clubs, children's groups, cooperatives and by establishing community centres as the nuclei for various social amenities. A programme to organise the people to provide for themselves healthy recreational and cultural facilities. Finally a project to organise

special activities for the under-privileged classes and the tribal people who have to make up a big leeway in order to catch up with the rest of the people.

### **Bossing Gram Sevaks**

Prime Minister Nehru recently lashed out at village-level workers and other community development officials who tried to boss over villagers. He said the Gram Sevak should serve the people. There could be "nothing more abominable" than his trying to act as a kind of petty official. He added, that "a Gram Sevak, who tries to boss over people, cannot be tolerated. The very idea of raising an army of village level workers was to free the villagers from the influence of officials. I want men and women in this country who can feel free and are not afraid of anybody. I do not want in this country people being pushed about like dumb, driven cattle by officials or by anybody else." Similar warning has been sounded by recent writers on Community Development. It has been suggested that on the one hand he should not be treated as an errant boy of the Developmental personnel and on the other he should not think himself as a limb of the bureaucracy expecting the rural folk to go to him and dance to his tune.

### **Superior subordinate relationship**

The Integral Coach Factory at Madras has cut new grounds. The officers arrange lunch every month in one of the workers' canteens to which they invite those who have earned incentive bonuses and who have been given awards for making valuable suggestions. This is a good innovation both from the point of view of efficiency and the maintenance of the democratic spirit in administration. Such monthly meetings are calculated to promote team spirit in an office and without team spirit there cannot be efficiency. Again they tend to create a sense of partnership which is also valuable from a democratic point of view. Welfare administration is essentially a partnership. In this connection we may mention that sometime ago we suggested in these columns the creation of study circles in Public offices with a view to promote team spirit and the preservation of democratic spirit in administration. Such study circles are intended also to diffuse information among the staff members. The scheme has been tried in one or two States. It deserves to be tried on a wider scale by all the States atleast as an experimental measure to find out its impact on efficiency. After all it does not involve any heavy outlay of expenditure. It is unfortunate that since Independence State Governments spend money on anything but are very frugal when the question of spending money on the promotion of efficiency comes up. It has to be remembered that mere high sounding exhortations will not improve efficiency but only practical action.

### **Supervision of Panchayat Samitis**

With a view to strengthening the administrative supervision over the Panchayat Samitis the Government of Rajasthan has assigned the work of supervision to Deputy District Development Officers. They will have to inspect each Panchayat Samitis atleast twice a year and to ensure recovery of dues and maintenance of accounts. The officer will ensure preparation of village production plans and annual production plans of the Samiti area. This is a step in the right direction. There is a lot of criticism about the lack of efficiency of Panchayati Raj Institutions and one of the ways of toning up the efficiency is close supervision. The aim of supervision is to prevent irregularities rather than punish the same. Intelligent supervision is a means of educating those whose work is supervised. Much of the effectiveness of supervision depends on the outlook of the supervisor. He should never count upon his authority and should not look upon supervision as a punitive step. His object should be to help people to do their work better. Properly conducted supervision will effectually contribute to increase efficiency.

### **Emergency Publicity**

Plans are reported to be under consideration of the Union Government to vitalise Government publicity in relation to the present emergency. It has to be remembered that publicity in the context of the present aggression cannot be divorced from our normal publicity necessary for all democratic Governments. The aim of all publicity is to influence public attitude and win the cooperation of the people. Public cooperation can be won only if people are told what the Government are doing to promote their welfare. Thus even in an emergency stress has to be laid on the welfare activities of the Government. This aspect was emphasized even during the period of the first world war by Northcliff who was in charge of war propaganda in U. K. Mere telling the people about the justice of our cause or the weak points of our enemies will not carry us far. We have to provide the people the blessings of democracy in the shape of a honest and efficient administration and tell them also that these blessings will not be possible if democracy is allowed to be strangled by the enemies of democracy. In the context of a national emergency nothing is more important than an efficient administration. We have also to tell them what the Government have done, what they are doing and what they propose to do. In this task mere Governmental agency will not be adequate. Even private publicity agencies have to be harnessed. This was what the Britishers did during the last war. All sorts of periodicals were subsidised by them if they helped the Government in their propaganda work. This has to be done now also. Volumes of press materials are released by the P. I. B. but most of them do not reach the reading public. The Daily Press cannot be expected to publish them owing to the heavy demands on their space. Only other periodicals can do that and to this end they have to be encouraged. This is not a new suggestion but is done in every country when they are faced by an emergency.

### Multiplication of jobs

Multiplication is the name of the game; every Government plays the same game said a humorist sometime ago referring to the creation of more and more jobs by Governments in this country. The pattern of action since Independence has been that whenever a complaint is seriously made about the lack of efficiency anywhere a special officer or a committee is appointed and the special officer or committee invariably recommends the creation of new departments and new jobs. The latest instance comes from Kerala where in the name of efficiency the treasury branch has been separated from the Revenue. This has resulted in the creation of a director of treasury, assistant directors of treasury and an army of subordinates. This news comes in the wake of the disclosure made by another special officer of the State that in two departments alone 50% cut in expenditure is possible. A report from Andhra Pradesh says that the State Government has decided to separate the Planning Department from Local Administration with a view to make the implementation of plans more efficient. In the context of the present emergency the importance of stringent economy is considerable; but as a columnist pointed out recently when Government preach economy without practising it their preachings are considered hypocritical. The people become unwilling to practise austerity or make sacrifices. Again the thesis that efficiency can be improved by creating more departments or more jobs is an exploded one. Parkinson's law is of undisputed validity now. With more people employed efficiency becomes less. As a matter of fact efficiency depends not on the number of people employed but on the quality of the people employed. There will have been little need for expansion if Governments had taken steps to improve the individual efficiency of public servants. Very little has been done in this matter. Neither incentive nor facilities have been provided by most Governments for their subordinates to cultivate efficiency. What is more tragic is that many State Governments as well as some Central Government departments have vastly curtailed the little facilities that they had been providing before. This is done in the name of economy in emergency as if efficiency has nothing to do with emergency. Recently the Prime Minister of Kenya said "In my Government we want experienced people. I do not care where I get them either from devils or angels. Unless we have a capable Government with capable officers it will fall tomorrow." This is the crux of the matter. Observes L. D. White "Many elements combine to make good administration, leadership, organisation, Finance, morale, methods and procedure. But greater than any of these is man-power".

### Linguism running riot

A case has been recently reported in the Press in which an applicant for admission to a technical training institute was denied admission on the ground that he belonged to another State. The applicant was selected first as he fulfilled all the required qualifications but later he was told that

his belonging to another State constituted a bar to his admission. Some time ago we mentioned a similar case in which a medical patient of one State was denied admission to a hospital in another State on the same ground. Such cases should be a matter of grave concern especially when the question of national integration is a burning problem today. Only recently a leading Indian commentator observed that the division of India into linguistic States has accentuated linguistic rivalries and exacerbated old prejudices and hates. One by one the tenuous threads which hold this vast country together is being threatened to be snapped. Rabid linguism has done much havoc. And the language controversy is also contributing its share to weaken the forces of unity. These are matters that should provoke serious reflection by all those interested in the future of this ancient land. Political Unity is our priceless possession and no effort is too much to maintain it. Something more than tall talk is needed in this matter.

### Delhi Dar Es

Delhi *da est* (Delhi is far away) said a Royal Commission during the thirties of this century. One is reminded of this observation in the context of the comments made by Mr. Ramasubbu, former Chairman of the Tariff Commission at the Industrial Seminar at Madurai. He said that unnecessary expenditure was being incurred by business men and officers being obliged to go to Delhi even for small things. He said that if this expenditure is avoided a lot of money could be saved and profitably invested. His comment needs underlining for almost daily we come across complaints especially from business men in the south of their being put to the necessity of going to Delhi on this and that and a hundred small things. One can visualise the amount of money needed for such constant travel up and down Delhi and its impact on the shareholder. If the company law administration wants really to safeguard the interest of the shareholder they should as far as possible avoid creating situations in which company directors are obliged to go to Delhi. This constant going up and down by company directors can be avoided if the Registrar of Companies in every State is invested with the necessary responsibility. People feel that our democracy is becoming over centralised. And centralised democracies have always paved the way for dictatorships. Decentralisation as an eminent writer has said is the life-blood of democracy. And in a vast country like India decentralisation of authority is a matter of fundamental necessity.

### Non-officials and administration

Recently the member of municipal corporation inspected a municipal school and this raised a furore. Even in the State Legislative Assembly this formed the subject-matter of an interpellation. Some say that the member was within his right in inspecting the school while others say that he has encroached upon the jurisdiction of the administrative personnel. Long

ago John Stuart Mill said that in democracies there is always the temptations for non-officials to seek more and more authority. This is particularly the case in this country since Independence. It is often forgotten that administration in all its branches is a technical job and non-officials who are without the necessary specialised knowledge are illequipped for the purpose. Many non-officials are reluctant to concede this fact and much of our ills in the sphere of administration is traceable to this. It was sometime ago reported in the Press that the Minister of a State meted out summary punishment to a Subdivisional officer and this provoked widespread comments. The three elements of a democratic Government are the executive, judiciary and the legislature and the cause of democracy will be best served by each keeping itself to the prescribed limits. Ours is an infant democracy and it is incumbent on all to see that the best conventions are established. Non-officials usurping administrative authority will easily pave the way for administration being swamped by politics. And when politics enters by the front door efficiency goes by the back door.

*(Continued from page 6)*

end of March this year, 32,500 towns and villages in all were electrified in various States. Out of these, 3,314 towns and villages have a population of 5,000 and above and the remaining less. The State-wise break-up of the total number of towns and villages electrified in the two categories respectively up to the end of March, 1963, was: Andhra Pradesh (392:2,712); Assam (20:72); Bihar (186:2,244); Gujarat (182:954); Kerala (467:1,316); Madhya Pradesh (129:477); Madras (657:6,777); Maharashtra (259:1,352); Mysore (192:2,889); Orissa (38:177); Punjab (191:225); Rajasthan (113:145); Uttar Pradesh (300:4,388) and West Bengal (124:382).

#### **Freedom from Hunger Campaign**

Seven new projects have been proposed by State governments. Andhra Pradesh has proposed the setting up of a cattlefeed mixing plant at Vijayawada at a cost of about Rs. 20 lakhs. Gujarat has proposed three projects. They are soil conservation measures in the backward areas of the State, establishment of a boat building yard at Veraval, and the establishment of a service station at Mangrol and a service van for providing facilities for servicing of fishing boats along a 100 mile stretch of the coast-line. The three schemes proposed by the Uttar Pradesh Government are: grant of aids in the form of equipment for soil conservation and land reclamation; foreign assistance in the form of equipment, including power sprayers for plant protection, and purchase of technical books for the Irrigation Research Institute and the Central Design Directorate.

## **Planning under Democracy\***

V. V. GIRI

I have always held that three things are necessary for a nation to keep its dignity amongst the comity of nations. First, complete political independence. Secondly, complete economic emancipation. Thirdly and most important is the building of the character and the integrity of the youth of this country. The youth of today are statesmen and leaders of tomorrow and as such unless they are imbued with a sense of truth, with a sense of discipline, and with the highest sense of integrity, no nation can be built on strong foundations. I think the third issue is more important than anything else in India.

As regards economic emancipation I do feel that proper planning is necessary. I am therefore glad there is a Planning Forum in every college so that people can have an idea of the plan. Without planning, nothing will result in a good manner, in a safe manner because after all if you want to plan to build a house for yourself, you must have all things ready, scientifically planned. Otherwise the house may fall. Even if you want to celebrate your sister's marriage or a brother's marriage you have to settle them in terms of the guests that you have to entertain and so on. Till 1937 there was no idea of planning in this country. When I became a Minister of the Madras Government, I felt that unless there was an economic plan scientifically made, there was no hope for this country of ours. I had to take the advice of one of the greatest industrialists and engineers of the world Sir M. Visweswarayya, who is the author of that great book 'Economic Planning' and I wrote to him about the idea of economic planning. He congratulated me and said he would help me in every possible manner. Then I corresponded with Subhas Chandra Bose who was then the President of the Congress and he gave not only his blessings but was prepared to help in every manner for the success of planning. It was in this way that we tried to lay down a plan not for a subject India but a plan imagining and hoping that we would secure political independence and we did secure 25 years thereafter.

At one time we thought of real economic planning and I must say that I had very hearty co-operation not only from the Congress States, but non-congress provinces and Indian States. Almost on the economic planning side I could bring about a federation of different kinds of affiliations so far as our States are concerned regarding the idea of planning. The provincial committee did provisional work and the planning committee came into existence under the Presidentship of our Prime Minister Pandit Jawharlal Nehru which went on from 1938 to 1946. Though many

\* From the speech of Shri V. V. Giri, Governor of Kerala at the Loyola College, Madras.  
A-3

of us or most of us who are connected with planning were in jails all those years, the work went on with the 29 sub-committees with experts in different branches and we not only conceived of economic planning but every aspect of planning—education, agriculture, production, labour, women's organisation etc.—every conceivable aspect of planning gone through with 29 sub-committees sitting from time to time and 29 volumes have been published dealing with every aspect. We planned not for a subject India, but for the India with complete political sovereignty. In fact we wanted to take up the idea of manufacturing motor cars, motor buses, goods transport, small cars and we wanted all the provinces and the Indian States to subscribe 10 crores and Sir M. Visweswarayya promised that he would give, after the establishment of the factory, 10% dividend to each of the State that has subscribed. We therefore asked Lord Linlithgow to take supplies for the army from us so far as motor transport was concerned and we said that they should take our goods provided quality and price competed with other articles of similar kind in the whole world. But you must know blood is thicker than water and English interest would be affected if we were to manufacture all the car requirements in our own country. Therefore they put various obstacles in our way which made it impossible for us to manufacture, and the Second Great War was declared.

The work that was done by the 29 sub-committees which have produced reports have been very useful in the building up of bodies like the Planning Commission and we rely on that body for its wisdom. The first Five-Year Plan is over, the second Five-Year Plan is over, and third Five-Year Plan will soon be over and we are building the economic structure of our country. But much has to be done because we have not yet assured the people three square meals a day, a house to live in, enough cloths to wear etc. In this connection we have to compare ourselves with other nations which have put their houses in order. The great examples are those of Japan and Germany which were mutilated beyond description. During these seventeen years they have rebuilt themselves in such a way that they have captured all the world markets and this is due to the sense of discipline, patriotism, and desire to serve their fellow-beings. Take for instance the English people. They have lost their empire. But yet the Englishman is heard with attention because he has character, integrity, good conduct and at any rate, he has learned what is national self-respect and national self-respect will grow when every individual forming the nation has character and integrity. If all the individuals have got these elements in them, then national character will be built, and the nation can show itself that it is well disciplined.

In spite of the fact that we have secured independence we are not yet in a position to say that we can take full responsibility for the economic needs of our country. Comparing ourselves with other nations

## Gandhi and Mao

### A Study in Contrast

VISHNU MAYA

Never against the canvas of world history have appeared two figures so dissimilar in fundamentals and in the approach to the national liberation movements they led as Mohandas Karamchand Gandhi and Mao Tse-tung. Both led their countrymen to what they believed to be a place in the sun, by breathing life, each in his own manner, into what erstwhile had been clay; both wielded an influence yet unsurpassed in the mass. But there the similarity ends. For the rest, Gandhi and Mao differ as cream from quicksilver. Gandhi, to millions the Mahatma, was the Messiah of a new approach to human progress, an approach based on the law of human love. This law he had discovered and practised. He refused to be dazzled by the headlights of the materialistic age, or to forget the modest lamp of the soul, a lamp which, he felt, would guide mankind to its higher destiny, and yet never shut out the light of the stars. Here lies the pivotal difference between Gandhi and Mao. Even in his approach to politics, pure and simple, Gandhi brought to bear an essentially ethical touch. He placed the potentiality of spiritual values a rung higher, even if the frame of reference was political. To Gandhi, the human soul was the end. Ever so humbly, he challenged the fearful fatalism that the individual did not exist except as a contributor to a pre-ordained social order. Gandhism, in essence, administers a corrective to the fatalism and regimentation of society. Marxism, with its overtones of regimentation, made Mao say "The right of reactionaries to voice their opinions must be abolished and only the people are allowed to have the right of voicing their opinions." In other words, the party had the last word, and remoulding the people was the *coup de grace* of conformity.

Mao believes in the cult of violence. To him political power grows out of the barrel of a gun. "We can even say that the whole world can be remoulded with the gun", Mao has said. Spiritual values have no place in Mao's strategy, political or otherwise. Political activity was denuded of any moral basis, being directly governed only by expediency or the moves of the "enemy". In his ruthless climb to power, there was no "inner voice" to check him or to offer guidance. Gandhi sought to remould the world, not by the gun, but by love. He planted love in the midst of the social organisation and humanity at large. Enemy? The word was missing from his vocabulary. He would rather offer the other cheek. Whoever has an army has power, for war settles everything, says Mao. To Gandhi, the apostle of peace, the army was an anachronism.

Tolstoy, whose fountain sources of inspiration lay in pure Christianity, confined his religion to the spiritual sphere, to the assertion of the soul

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force. But Gandhi turned religion into a political force, and endowed it on the nation to be used as a means to achieve its political objective. Give unto Caesar what is Caesar's, said the noble Nazarene, nearly two thousand years ago, Tolstoy denied Caesar what was his. Gandhi tried to convert Caesar himself, and in a large measure succeeded. Mao destroyed Caesar, "Armed struggle is the main form of struggle for the national liberation struggles of many colonies and semi-colonies", Mao believes. Aware of the possibility of conflict, Gandhi wanted to convert it from a clash of interests into a conversion of wrong into right by love. Indeed he was the first to believe and put to test the theory that love can conquer organised violence. In his own life of experiments with Truth, Gandhi has said, "I do not say God is Truth, I say, Truth is God". The definition connotes an impersonal order, part ethical, part spiritual. "But for me", says Gandhi, "Truth is the sovereign principle, which includes numerous other principles. This Truth is not only truthfulness in words, truthfulness in thought also, and not only the Relative Truth of our conception, but the Absolute Truth, the Eternal Principle, that is God.....But as long as I have not realised this Absolute Truth, so long must I hold by the Relative Truth as I have conceived it. That Relative Truth must, meanwhile, be my beacon, my shield and buckler". Mao has his own version of Truth. "There is only one Truth", say Mao, "This Truth is determined not by subjective boasting, but by objective practice. Only the revolutionary practice of millions of people can be taken as the gauge for measuring Truth". The standpoint was different, but who was guilty of subjective boasting? Mao, not Gandhi.

The crux of Gandhi's philosophy was his moral approach to ideas—even to the concept of freedom. He stood for regeneration, not regimentation. To him the means were more important than the ends. His faith was expressed in the twin-phrase, Truth and Non-violence, out of which he evolved the weapon of Satyagraha adumbrating passive resistance. The contrast here between Gandhi and Mao is very marked. With Gandhi, non-violence was not a philosophical finale, but the very prerequisite of his existence. Non-violence to him was not a negation of violence, nor an escape from it, either. It was a positive means to a positive end, a dynamic force meant to counter and ultimately conquer violence. Mao battered his way to the dangerous eminence he now occupies via lower levels of reason. He decried passivity as a kind of weakness. He honed violence to a fine art, processed guerilla warfare to mop up all resistance. To him violence could never be excessive. "A revolution is an uprising" says Mao, explaining his testament of faith, "an act of violence whereby one class overthrows another...to right a wrong, it is necessary to exceed the proper limits, and the wrong cannot be righted without the proper limits, being exceeded." To Mao everything is either black or white, he misses the shades in between. Why else should he say: "We welcome any one who contributes to the work of consolidating this revolutionary front; no matter who

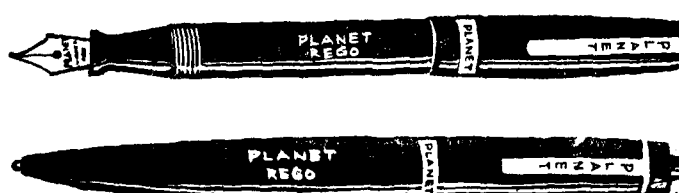
he may be, he is correct. We oppose anyone who harms the work of consolidating this revolutionary united front; no matter who he may be, he is wrong". This is the voice of dogma, of intolerance, arrogant and menacing, perilously close to the Law of the Jungle.

Gandhi believed that what was natural in the animal might be brutish in Man. Crucify the flesh, he said. So if man was to progress, this brutishness had to be curbed countered. That was his logic and working philosophy. Gandhi's life itself was a round of spiritual rehearsal; its goal: resuscitation of humanity, with the emphasis on higher values of life and behaviour. Generations unborn will consider Gandhi as a Redeemer and turn to his gospel for solace. But for Mao, the technician of ruthless revolt, the mainspring of activity has been the thirst for power, moved as he has been by what Thomas Hobbes has called "the restless desire for Power after Power, which ceaseth only in Death". Those whom Mao refers to as "the people" are the camp-followers, addicts to the totalitarian ideology by conviction or expediency, the latter the more probable; those who take the line of least resistance in a bid for survival; in essence, those who blindly follow the leader. All the rest, in his spectrum of values, comes under "anti-people", "anti-party" and "counter-revolutionaries", facing only the alternatives of either being remoulded to fall in line, or being erased off the scene altogether. Terror has been his all-purpose weapon; he has used it to discipline the masses to accept him as infallible... and even to step up production. Years ago, as a student at Changsha Normal School, Mao chafed at regulations, was bitter about regimentation. He has since reduced China, through ruthless tyranny, to a nation of human robots, breathing only under sufferance...ante-dating Orwell's 1984. And with a sweeping gaze over his Blue Ants, Mao, today, seeks new worlds to conquer.

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# The Army Officer Today

C. L. PAI

What sort of man is today's Army Officer? What is his future? Changes in military technique, once measured in centuries, are now measured in decades. While an officer's career still demands the constant exercise of leadership, his role and destiny must keep pace with the changing patterns of military thought. Still primarily a leader of men, his character and career are conditioned by the varied tasks to which the Army is committed from the snows of Ladakh to the rugged heights of NEFA, from the sands of the Rajasthan desert to the leech-infested rain forests of the Naga Hills.

## Varied Experience

Within this widespread theatre and these many spheres of activity an Army Officer sets out on his varied career. It may lead him to a series of intensive exercises with his Regiment in the plains of the Punjab; to a remote but responsible role in the Gaza Strip; to a delicate mission of diplomacy in Vietnam on the Mixed Armistice Commission or to a tour of duty as Military Attache in one of the world's capitals. It may take him along one of the lesser known walks of Military Intelligence or to the study of advanced sciences in weapons development and electronics. It is on this sort of military sketch map that an officer's career is plotted. The prospect appeals to the young man who not only wishes to use his brains but who also seeks adventure and responsibility at an early age. Above all, it appeals to those who value the variety of experience. Today's Officer is a man whose character is developed by constant contact with people, and whose experiences embrace the original and the unexpected.

## Dreams come True

"After passing out of the Indian Military Academy", said one young officer, "I joined my battalion in Kargil, on the way to Leh. In this remote place I met a scholarly old gentleman whose orchard grew the best apples I have ever seen or eaten. We spent many happy hours discussing books and the history of Kashmir in days gone by. He also told me where I could find the best shooting in the area, much to the envy of my brother officers whose bag at shikar could never equal mine". Another young officer spoke of mountaineering. "As a youngster I had always admired mountaineers and nursed a secret love for mountains although in my part of the country there was only desert. A little while after joining the Army I got an opportunity of doing a Course at the Mountaineering Institute and have since been on several expeditions to lesser peaks. The Army encourages officers in mountaineering as part of their profession and you can imagine my happiness in being able to find in my ordinary professional

duties the fulfilment of my boyhood dreams as well". A third young officer spoke of languages, "I was always good at languages and easily picked up several Indian languages. Imagine my good luck on being commissioned, to learn that Army officers are not only encouraged to study foreign languages, but are taught these free of cost at the School of Foreign Languages in Delhi. Best of all, they are rewarded monetarily for every extra foreign language qualification they obtain—I qualified as an interpreter in French and did a tour in the Congo on the United Nations staff; now I am learning Russian".

## Playing the Diplomat

And this tale of humour comes from an officer who served on an assignment abroad, which was made up of teams of officers from various countries including India. The ideological differences between nationalities were constantly manifesting itself in the most unexpected ways and Indian members of the teams usually found themselves playing the role of mediators, a delicate task indeed calling for elegant diplomacy. "I remember on one occasion", says the officer, "We had to do an investigation in a beautiful village that lay on the banks of a lively stream. One delegate suggested that we should take a gramophone and make a picnic of it as well, on the river banks. Another delegate promptly vetoed the proposal (on principle) on the grounds that pleasure should not be mixed with duty, and a violent argument ensued. The Indian chairman tactfully called a coffee break, went into a huddle with his compatriot on the team and came up with a solution that appeased the national dignity of both parties. He announced solemnly: "We will have picnic and we will take the gramophone, but we won't play it".

## All-Round Training

"In the Army" said another officer, "You are trained to be an all-rounder. In addition to his purely professional duties as a fighting soldier an Army Officer has to study Military Law and become a bit of a lawyer; he has to be an Accountant and run his company, Battalion and Mess accounts at some time or other; he does a Mechanical Transport Course and becomes a mechanic and driver; he does a Signals Course and learns all about wireless equipment; he is always studying for some Course or to pass his promotion Examinations; one of his principal tasks is instruction, so he also becomes a teacher and lecturer. He gets the opportunity to play all types of games. Physical fitness is essential to his life. Perhaps in no other profession does a person preserve so constant a state of physical and mental awareness." In addition, there are the Specialist Branches of the Army where officers are trained at highly organised Army technical schools and receive as part of their profession perhaps the most expensive and comprehensive technical training in Science, Armament Technology, several

(Continued on page 37)

# The Individual under Democracy

UNICORN

*The problem of Democracy is not the problem of getting rid of Kings. It is the problem of clothing the whole people with the elements of Kingship; to make Kings and Queens of a hundred million people—that is the problem - - - Morehouse.*

It is an axiomatic fact that no form of Government gives so much importance to the individual as Democracy. While all totalitarian forms of Government look upon individuals as merely existing for the State, democracy lays special stress on the value of the individual, his liberty and his dignity as a human being. According to Hyneman the essence of democracy is respect for the individual. A genuine believer in democracy accepts the proposition that everybody counts under the democratic form of Government. In a democracy any man who happens to be born is entitled to consideration. He does not acquire a claim to consideration because he has been born to a particular social class or because he possesses wealth. He is entitled to consideration because he is a human being and not an automaton to be manipulated at will by powerful persons. This is the root idea in democratic theory. Plato described democracy as a charming form of Government. He also said that democracy dispenses a sort of equality among equals and unequals alike. This point is sometimes misunderstood. Democracy does not enjoin equality of all people but only equality of opportunities for all. This crucial fact has to be noted by people who think that democracy can take the wealth of the rich and give to the poor. Economic equality in this world is an impossible proposition and so what democracy does is to allow equal opportunities to all so that they may build themselves and improve themselves by making most of the opportunities afforded to them. Dr. Radhakrishnan said "Democracy does not mean that all men are equal in ability. It provides that all men should have equal opportunities for the development of their unequal talents". No other form of Government can confer such benefit on each and every Citizen. As Delisle Burns puts it democracy is based upon a profound faith in the unknown excellences of the common man.

Thus the individual is the corner stone of democracy and its success, also depends upon the individual. Without him democracy cannot succeed anywhere. A Government by itself cannot establish democracy. Two or three political parties cannot establish democracy however powerful they may be. One nation cannot make a present of democracy to another nation. A nation should grow into democracy. Mahatma Gandhi said democracy cannot be imposed from without. It has to come from within. And nation means the individuals constituting it. John Stuart Mill said that the worth of a nation is the worth of the individuals composing it. If individuals fail democracy also fails. The history of

most of the countries which started with democracy and which owing to the apathy of the masses had slipped into the coils of dictatorship or other totalitarian forms of Government shows that the failure of democracy was due to the failure of the common man.

It is often forgotten that democracy is not a one way traffic. If it ensures individual freedom and equality of opportunity to all, if it does not use force but only employs persuasion to achieve its ends, it expects the people in return to fulfil certain standards. In the first place the common man has to take an intelligent interest in the affairs of his country. In a democracy the people are the ultimate repository of power. Abraham Lincoln's definition of democracy is well-known. If democracy is to be a Government *by the people* then the common man has to take an intelligent interest in the Government of his country. Administration is everybody's concern and none can neglect it without risk. A voter is just like a shareholder in a company. Where he is not vigilant there democracy gets short shrift. Again it is important that in a democracy the individual has always to judge his personal conduct in terms of the whole community. One essential fact about democracy is there is under it a harmony of individual good and the good of the community as a whole. Bentham said that democracy aims at the greatest good of the largest number. The welfare of the community as a whole is the fundamental objective of democracy and not the welfare of a section of the people or particular communities or sections of the population. Thirdly democracy is not mere majority rule. It is not mere numbers. The essential of democracy is consideration for the minorities and respect and tolerance for their views and interests. It may be recalled that in panchayats in ancient India there was no question of majority and minority. The majority talked over a matter with the minority until the latter was convinced or until a common measure of agreement was arrived at. This fact was largely responsible for the solidarity and harmony of the villages in ancient India. The safety and security of democracy requires that the majority should always carry the minority with them in all vital matters.

Democracy has come to stay in our country. Nay, ours is the largest democracy in the world. We must be proud of the fact; at the same time it enjoins on us a special responsibility to keep democracy going. It is common knowledge that the dice is loaded against democracy in our country. E. B. Schulz has laid down certain conditions for the success of democracy in any country. According to him democracy requires more than the stroke of the pen that writes the provisions of the constitution. A community-minded population, consensus of concerning the fundamental features of a satisfactory social order, a substantial degree of literacy, the absence of widespread poverty, a desire for democracy and an understanding of its processes are among the conditions mentioned by Schulz. Indian writers have discussed the prerequisites necessary for the

success of democracy in this country. According to them there should be wise, self-less and disinterested leadership. Democracy should not mean irrational worship of numbers or worship of personalities instead of institutions, or blind reliance on collective mediocrity; leaders in a democracy have to lead by persuasion and example and not by intimidation or coercion. Nor should leaders be led. They have to tell the people not what flatters them or what feeds their prejudices but what serves their wider and larger interests.

From the above facts it is clear that we have a number of hurdles to negotiate before democracy is placed on sound foundations. Our society is not democratic and this is the biggest hurdle. A number of measures have been taken by the Government to undermine the influence of castes and creeds. But they have not proved very successful judging from the fact that Press reports still point out that caste and communal feelings continue to handicap the working of democratic institutions. We have a lot of leeway to make in this direction and this can be made up only by the education of the electorate. Bernard Shaw said that democracy cannot rise above the level of the human material of which the voters are made. The voters have to be educated and this is the crux of the matter. One is reminded what Napoleon said that public instruction is the first task of a Government.

*(Continued from page 17)*

we have not secured that much which we ought to have secured. I am therefore glad that there is now great emphasis put on planning and planning forums have been formed in all the educational institutions in our country. A time will come when, I hope, the nations of the world will realise that selfishness and unholy desires will not succeed in giving them happiness and contentment so long as they have a sense of exploitation of other nations. I do hope and trust a time will come when a world State will come into existence where production, distribution and exchange will not be on a national basis but on international basis. A time may come when all nations would forsake their armies and place them in the hands of the United Nations with a little force necessary to keep internal peace, external peace being looked after by the U.N.O. and as a first step have the Armies, Navies and Airforce under the direct supervision and command of the U. N. so that no nation would try to exploit the other. So a world State may come into existence under the auspices of the U. N. I am therefore anxious that all the youngmen in College should try to study the various plans, should try to study the history of the U. N. and the plan adumbrated by various nations, to make everything self-sufficient in their own borders so that by a comparative study you can draw a perfect scientific plan for our own country and make the people quite happy and contented.

JAI HIND

## Spotlight on NEFA

*The recent Chinese aggression has thrown the NEFA area into limelight. Readers will be interested to know about this hitherto terra incognita.*

Against the backdrop of towering ranges there he was bent over his wooden toy-truck, awash with excitement. The tribal youngster looked up, and grinned a toothless welcome to the NEFA official approaching his village. Not that he had much time now, what with his new toy, to receive visitors, but he had been told by his elders to be courteous to everyone. The tiny, wooden truck again claimed his attention. There is more than what meets the eye about that new toy of his. Even the make-believe world of his imagination seemed to catch, fleetingly though, the wind of change that is sweeping across NEFA today. Off-beat from tradition, his toy epitomised the new interests around him. Blowing gently, this new wind is bringing about a synthesis of the old and new to banish hunger and want, and to add to the progress and prosperity of the people of NEFA.

### A Way of Life

The early story of this mountainous terrain, the home of some 25 distinct tribes, has been one of isolation. Seeking security in tribal compositions, they faced the elemental moods of nature and evolved a way of life all their own. They had a pragmatic approach to problems and a stern sense of justice, both conditioned by the grim logic of survival of the fittest. The tribal society had its moral virtues, self-reliance, artistic gifts and cheerfulness. But they lacked, isolated as they were, the warmth of life that technical knowledge brings, and the comradeship, the sense of belonging, and the wider world-view of the plains. How to achieve this synthesis? The NEFA Administration has formulated its answers. Its policy is to approach tribal life and culture with respect and these children of nature with affection, an attitude eschewing all sense of superiority. It attempts to bring the best things of modern life to the tribes without erasing their traditional way of life.

### Development Plans

Modernity takes many shapes. There is special stress on communications, education, agricultural production and health in NEFA's development plans. In fact, in the Third Five-Year Plan, the largest amount Rs. 2.05 crores goes earmarked for transport and communications. Lack of communications has been the main cause of its erstwhile isolation. During the first two Plans, 780 miles of roads, 654 miles of mule and bridle paths, and 3,389 miles of porter tracks were constructed in NEFA. With the Third Plan targets of 419 miles of roads, 153 miles of mule paths and 521 miles of porter tracks, it is expected that every village in the area will be linked

with a road. Local people have now learnt road-building, and most of the new roads are being built by them, not by contractors. More airstrips are to be built; others improved; and the carry-overs from the Second Plan are to be completed all during the Third Plan period.

#### Basic Objectives

Since one of the basic objectives is to increase food production, priority has been given in the Third Plan to agriculture for which Rs. 63.48 lakhs have been allotted, including Rs. 20 lakhs for animal husbandry schemes and Rs. 5 lakhs for fisheries. Irrigation from hill streams will be extended to some 5,000 acres of land. NEFA farmers are becoming increasingly aware of the success of modern agricultural methods. Farming implements worth Rs. 2 lakhs and 4,000 maunds of improved seeds will be distributed to these progressive farmers. Permanent cultivation, as opposed to traditional "jumming" (shifting cultivation), is encouraged. One may visit NEFA for a few days and return with the impression that it is still remote and backward. Factual scrutiny, however, reveals a different picture. Only the comparison year by year since Independence can bring out the real progress NEFA has made during the past decade.

#### Rapid Progress

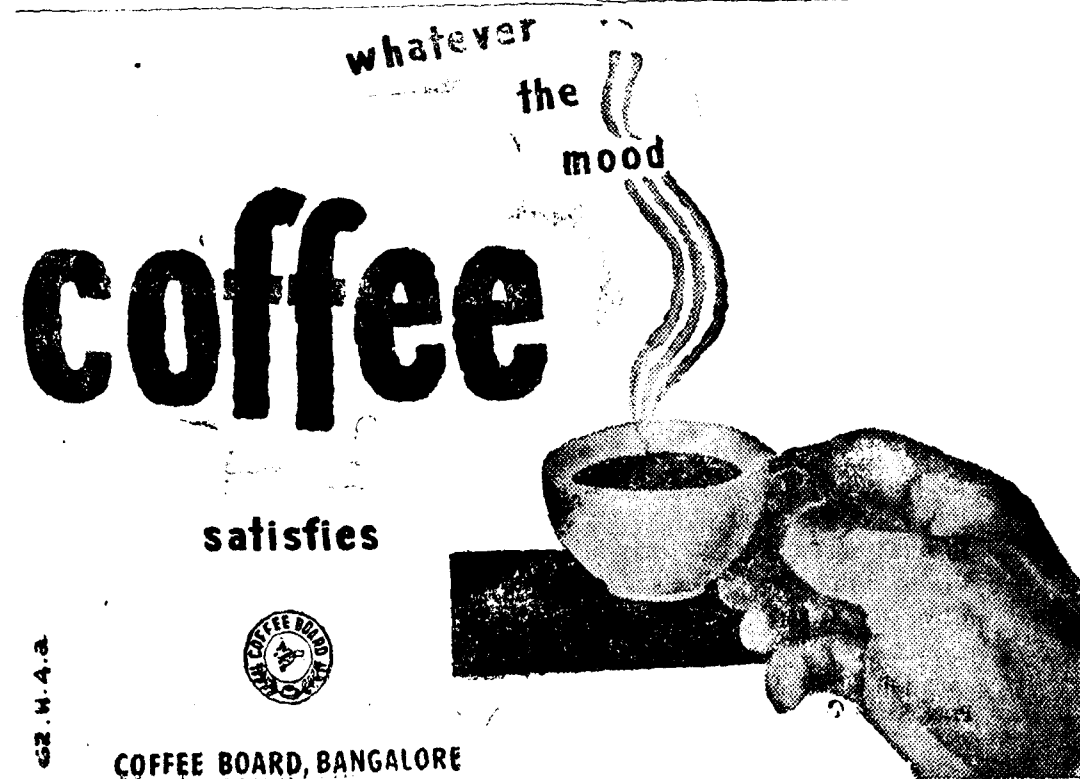
When India became independent, eight out of the ten existing headquarters of the Political Officers of the NEFA Administration were remote areas of virgin jungle. The surrounding villages knew little or nothing of the outside world. Today, the scene has changed they are growing into flourishing townships. There are well-stocked shops in Along and elsewhere with regular supplies coming far away from the plains. Some of the tribal shopkeepers have, even on occasion, chartered aircraft to fly in supplies, isolation is becoming a dead word. Rapid progress has come in other spheres as well. NEFA had only two primary schools in 1947; today, the number has risen to 159, besides 20 Middle Schools and six High Schools. No fewer than 53 NEFA students are studying in colleges all over India, four of them in Delhi. Five of the pre-university students are girls. Matriculation results of Gauhati University showed an 81.5 pass percentage for NEFA students compared with an overall University average of 44.9 per cent in 1962.

#### Medical Facilities

Expansion of medical facilities has led to lesser incidence of many diseases. Malaria control has been particularly effective. In 1947, there were only eight hospitals and five dispensaries in the whole Agency. The number of hospitals and dispensaries has now gone up to 90, with 610 general beds and 401 special beds. There is one doctor to every 4,946 persons as against one doctor to every 6,300 persons in India as a whole; a nurse for every 12,599 persons, as against the All-India ratio of one to

43,000. For every 800 persons there is a health unit. Leprosy treatment centres have been set up, and 10 teams have been raised under the national small-pox eradication programme. BCG teams have been operating widely. The most notable achievement in the field of public health has been the opening of a 50-bed TB hospital at Margherita two years ago, with facilities for specialised treatment. Community development programmes in NEFA have shown better practical results than in the rest of India due to the tradition of community self-help inherent in tribal society. NEFA is covered by 33 NES blocks.

NEFA administration intends to develop the areas as much as possible through co-ops and public enterprises, and tribal communities are encouraged to develop according to their own genius, and what is equally important without exploitation from outside. The people themselves are playing a rapidly increasing part in all spheres of activity. Almost half of the primary school teaching cadre is now manned by the people of NEFA itself trained at the institute at Changlang. NEFA has produced its first agricultural graduate. For some years the people of NEFA have been joining the Regular Army and the Assam Rifles. They are being employed in increasingly more responsible posts in the administration. They have shown aptitude as nurses and compounders in the medical profession and the day may not be too far distant when the first trained engineers and doctors take the field. To say the least, the speed of progress in NEFA since India became independent, has few parallels amongst similarly situated territories anywhere in the world.



naturally due ... Oppression there was in India even before the British but such fear and terror under which a peasant for example paid Government demand however inflated even by depriving his family of bare food seldom existed in the past." It may be recalled here that the common man shed his fear of Government only after Mahatma Gandhi came upon the political scene. It was he who made the people shed their fear and demonstrated through non violence the effectiveness of moral force.

The Bureaucracy was supported in maintaining an awesome attitude by the Police. The police was the main prop. It has been said that throughout the British period "the policeman obstinately retained his traditional characteristics of bribery, exaction and oppression... To the people of India there was no protection of person and property." In the mid 19th century a British civilian testified to the fact that he found the police openly plundering the helpless and the European officers sharing the plunder. In the entire police force it was difficult to find an honest constable or subordinate police officer ; and it was equally difficult to find anyone among higher officers who made it his duty to check corruption and be a terror to the corrupt ... On the contrary higher officers enjoyed with equanimity the hospitality of the corrupt subordinates..."

Writers on public administration have therefore repeatedly pointed out that during the British period the Government was of bureaucracy and by bureaucracy. Ramsay Muir has said that it is ruinous if a bureaucracy becomes master. In the Police State they were the masters. One may ask in this connection if the bureaucracy in this country has changed its characteristics after the Independence. Many believe that they have inherited some of the bad points and do not have many of the good points of the British bureaucracy.

When all is said and done there is no denying the fact that the British Bureaucracy was efficient. Its efficiency was seen in all that it did. And this efficiency is still admired by the common man in this country. It is this efficiency that has endeared him to the vast mass of people inspite of his other serious weak points. For in this country as in all underdeveloped countries in this world what the common man wants is an efficient administration which means much to him in his otherwise difficult life. The officialdom of the Welfare State will do well to remember this fact. K.

## Glimpses from abroad

### Social Education for Citizens

#### Role of People's Colleges in Germany

*Adult education is being actively promoted in the Federal Republic of Germany through a network of "People's Colleges". Nearly 1,200 such institutions, with more than 4,500 branches in the villages, are now working in the country. And side by side with the radio and TV they are spreading knowledge among the people, promoting enlightenment and thus assisting in the development of a sound democracy.*

Adult education in Germany derives from a variety of intellectual origins. Social changes which have come about since the beginning of the 19th century, resulting from and determined by the Industrial Revolution have brought about continual changes in the German educational system. What was once considered a "finished education" was no longer adequate for a life in secure and assured circumstances in the family, in a profession and in society. The significant development of German adult education following the first World War, which was violently interrupted by the National Socialists from 1933 to 1945, was resumed after 1945. Decades ago, the emancipation of individual social groups gave rise to "popular education associations".

#### An Indispensable Part

At present, adult education is becoming an indispensable part of the public education system, alongside schools, colleges and universities. In Germany, the "People's Colleges" (night schools) and "Residential People's Colleges" have developed as the most important institutions of free and general adult education, independent of parties and ideologies. These institutions are maintained by associations, by foundations and by municipal authorities. The varied type and activities of the "People's Colleges" are in line with the varied characteristics and traditions of the various parts of Germany. The first re-establishment of the "People's Colleges"—about 150 of them—took place at the end of 1945 and at the beginning of 1946, mainly in large and medium-sized towns. Today about 1,200 "People's Colleges" with over 4,500 rural branches are working in the Federal Republic of Germany. The "People's Colleges" have formed associations in each of the Federal States, all these associations being represented by the "German People's College Association". These associations are active in the cultural, pedagogic and organizational fields. In the past few years, a number of associations have formed "Pedagogic Working-groups" which deal mainly with basic questions of method in

## Bureaucracy in the Police State\*

The term Bureaucracy is associated in public mind with a sinister meaning. It conjures up the picture of a class of officials who exercise immense authority and are not responsible in a popular sense to anybody. It is unfortunate that in any definition of bureaucracy the good points are not adequately stressed. Bureaucracy is as old as human governments and at different stages in history they had done yeoman service to the people whose welfare had been entrusted to them. Nevertheless their vital role in the colonial system of Government in which they represented foreign rulers has contributed not a little to show them off in a bad light.

The main characteristics of bureaucracy have been analysed by a number of writers each emphasising one point or another. According to Harold Laski Bureaucracy is a term applied to a system of Government the control of which is so completely in the hands of officials that their power jeopardises the liberties of the citizen. The main features of a bureaucratic regime are 1. A passion more for routine than for results. 2. The sacrifice of flexibility for rules 3. Delay in taking decisions. 4. A conservative attitude which makes it averse to change or experiments. 5. A feeling of self-importance and a contempt for those whom they are administering. 6. Too much importance to precedents and 7 in the words of Burke emphasis more on the form than on the substance. Bureaucracy may also be described as a professional class of technically skilled persons who are organised to serve the State in an impartial way. The efficiency and impartiality of bureaucracy stressed in this definition may be noted.

The British period in Indian history witnessed the heyday of bureaucratic regime in this country. Edward Blunt has observed that the British bureaucracy constituted the practical owners of India during the British period. They were the agents of the foreign conquerors and were not responsible to the people in any way. They looked upon themselves as the last word in administration and made and unmade things on their own responsibility without consulting the people or their leaders. Of course there were variations in this attitude depending upon the political environment in which they functioned. From an administrative point of view the British period can be divided into three parts, namely the period from 1600 to 1757 when the company functioned as a purely commercial corporation. During this period the bureaucracy took a commercial view of their duties. The sole aim of the East India Company during this period was to trade and make profit and in this the bureaucrats not only helped the company to make money but also saw to it that they also made their own pile. Many aspired to become like Clive who returned home after his first administration with an estate income

of forty thousand pounds per annum. His contemporary Richard Barwell was reputed to have amassed a fortune of 800,000 pounds. Everybody from the highest to the lowest in the company's services omitted no opportunity to make hay while the sun shone. A Collector who rose to that position after ten or twelve years of service received at the end of each revenue collection a cartload of money. His salary was Rs. 1,500 per mensem plus Rs. 150 as house allowance. He also got a commission on the revenue he collected which varied from Rs. 27,000 to a minimum of Rs. 6,000 per annum. Thus during this period administration proved a business of the market place.

The second period was from 1757 to 1833 when the company had its charter renewed. During this period the company shed much of its commercial character and took to administration. During this period though the bureaucracy registered an improvement in its moral tone and lost much of the old commercial outlook the main consideration that animated them was the strengthening of the British hold and not the welfare of the people. The third period began from 1833 and ended with 1857 the year of the mutiny. The company became an out and out ruling organisation during this period. It ruled well and efficiently too but with little consideration for the welfare of the masses. Of course now and then an administrator turned up who sought to make efforts to improve the welfare of the people. But by and large the bureaucracy was out to exploit the country for the economic good of the rulers. Very little welfare work was undertaken by the Government. G. Thompson wrote in 1833 "The roads and tanks and canals Hindu or Mussalman governments constructed for the service of the nation and the good of the country have been suffered to fall into dilapidation and now the want of the means of irrigation causes famine. In 1854 Sir Arthur Cotton, the pioneer of irrigation works in India during British Rule said "Public Works have almost been entirely neglected throughout India ... The motto hitherto has been "Do nothing, have nothing done, let nobody do anything ..."

The next period is from 1857 to the end of British rule in this country. In 1857 the administration passed into the hands of the crown. The Indian Civil Service came to be organised after 1853 and so during this third and last period the bureaucracy reached the highest water mark of efficiency. The main consideration during this period was efficient Government. The bureaucrat tried his hand not in improving the lot of the people but in endeavouring to keep them down. He held himself aloof from the mass of people. Aloofness of men of power from common people was a common thing in feudal ages. This aloofness created in the mind of the common man a fear of those who exercised authority. The bureaucrat of the Police State was an adept in the art of keeping aloof and striking terror in the minds of the people at large. "To the mass of the people a British bureaucrat symbolised terror; to the educated middle classes he was an object of awe; to the rich he was an embodiment of Government to whom submission was

\*British Rule in India by Ram Gopal, Published by Asia Publishing House, Bombay. Price Rs. 18.

adult education, encourage research and supervise the training of full and part-time teachers for the "People's Colleges."

#### Open to All

The "People's Colleges" are open to all citizens. Age, standard of education, religion or other affiliations are of no importance. And it is one of the educational principles of the "People's Colleges" to encourage conversations, discussions and meetings between people holding different opinions. Among the subjects covered are past and contemporary history, social and economic questions, the problem of constitutional theory and constitutional reality, the problems of the developing nations as well as those of mass media and their influence on public opinion. These courses provide a necessary supplement to the citizenship courses in the schools, particularly primary, secondary and trade schools. There are also arts and science courses, language courses and a wide range of artistic activities. In 1962, some 2,000,000 students registered for nearly 48,000 courses and study groups in the "People's Colleges". In the same year about 5,000,000 people attended some 50,000 individual lectures.

#### Important Task

German "Residential People's Colleges" are found largely in Schleswig-Holstein, Lower Saxony, North Rhine-Westphalia and Hesse. And the 70-odd "Residential People's Colleges" in the Federal Republic of Germany vary both as regards their maintenance and their methods. Alongside unaffiliated and professional hostels, such as those maintained by the "Landvolk" association, there are those with a religious affiliation, schools maintained by the German Trade Union Federation and the industrial trade unions and residential schools concentrating on a particular field, such as political academies. The "Residential People's Colleges", with their community life and the educational procedure resulting from it, fulfil an important task in the field of adult education. Those built since World War II, such as the hostel in Falkenstein in the Taunus region, have given new impulses to the idea of modern "Residential People's Colleges."

To be conscious that you are ignorant is a great step towards knowledge.

DISRELL.

### Snippets

## Essential Qualities for the Entrepreneur

*The points mentioned hereunder are equally relevant in the sphere of Public Administration also.*

There can hardly be a case of successful enterprise in which the proprietor has shirked exercising those austere privileges before leisure and ease are earned. A man "must plough himself into the business", and not only himself but, if necessary, his family too. Health is important, though some men are known to have launched and guided vigorous enterprise in constant pain and physical disability. More important than physical robustness are mental and moral stamina. Toughness is needed, the toughness of endurance rather than exertion; the leader of a team can delegate decisions but must be prepared to take the knocks. A powerful punch is sometimes useful, but ability to absorb bruises is essential.

The capacity for taking (and suffering) pains does not imply a passive role. Plodding does not go with enterprise. Progress in business calls for mental and physical mobility, a controlled vitality, a programmed energy. It may be true elsewhere that "they also serve who only stand and wait", but not (in business at least) if they stand at ease or wait for something to turn up.

Courage is one of the basic qualities. It is courage that gives ambition its initiative, revives flagging energies, takes precious savings and risks them on one's self-belief. There is a courage of biding one's time as well as of action, and it may be the more exhausting of the two; for courage is not inexhaustible. What Lord Moran says of it in his book, *The Anatomy of Courage*, is no less applicable to the businessman than to the soldier:

"Courage is will power, whereof no man has an unlimited stock; and when in war it is used up he is finished. A man's courage is his capital and he is always spending. The call on the bank may be only the daily drain of the front-line, or it may be a sudden draft which threatens to close the accounts."

Optimism is an aspect of courage; a man who despairs easily will never stand the strain of false hopes, lost opportunities and bolts from the blue, which the successful outlive. As Lord Moran says; "A lost battle is a battle that one believes lost."

A gift for leadership is one essential of enterprise. Volumes have been written on it, but its character is not easy to summarise. The leader of an enterprise is a lonely figure ; he has advisers, but while others lean on him he has ultimately to rely on his own self-confidence, balanced by judgement and discretion. He will take risks because of his confidence in the calculations upon which they are based. He will be quick-thinking and decisive in action, but will never confuse firmness of purpose with inflexibility. An inflexible mind will lose control of the situation by proceeding at a tangent to events. Good judgement consists in being able to see the bends in the road as well as the distant goal. Judgement operates best in an atmosphere of calm and of even temper. The leader should be enthusiastic, but not excitable or impatient. He will not inspire confidence in his associates or even their allegiance by brow-beating, or by issuing commands from an Olympian height ; bigness is a product of character, not for self-magnification. Humility, too, enters into business leadership ; one must admit one's mistakes with a good grace. Face-saving may be needed in politics, but in business it is a dangerous form of self-indulgence.

Leadership is often possible without intelligence, as we have seen repeatedly in politics, but not in business. Intelligence is the chief ingredient in the mixture of qualities that make up business ability. The progress of an enterprise depends upon the quickness of its leader to get a point or detect an opportunity, and his shrewdness in making use of it by skill in handling resources of money and talent. Since an enterprise is a creative activity, it needs ideas as well as adroitness in strategy and tactics ; the ideas may not be completely original, but originality will be shown in adapting them to new purposes. HENRY MILLER.

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## Lessons in Public Administration

### LESSON 3

#### Line and Staff

**Q.** Last time you dealt with organisation. You indicated some of its important aspects. Have you got anything more to say about organisation?

**A.** Yes. People organise to achieve certain results. These results depend on how the organisation is shaped. It has been said that a bad organisation will lose the powers it is endowed with while a good organisation may start with little powers but may get more and more powers as time goes on.

**Q.** Can you apply the general principles of organisation to the Governmental sphere?

**A.** Yes. In every country administration is organised in accordance with the broad principles laid down in the constitution of the country.

**Q.** Can you define a Constitution?

**A.** Constitution is the fundamental law or basis of the Government of the people. And Government according to Edmund Burke is a contrivance of human wisdom to provide for human wants. The Constitution of India is the fundamental law or basis of the Government of the people of India. It has been contrived to provide for the wants of the people of India. Government or administration is therefore the instrument of the constitution to carry out measures to provide for the wants of the people.

**Q.** So you mean to say that everybody engaged in the administration of the country should know about the constitution also?

**A.** Certainly. Not only Public Servants but every citizen should also know about the constitution of his country. It is said that even in the 18th century Frederick of Prussia had copies of the constitution made out and had them distributed on a large scale to the people so that they may know fully about it. Public Servants especially have necessarily to understand the spirit of the constitution if they are to do their work properly.

**Q.** So much about the bearing of the constitution on the administration. What about the administration itself?

**A.** In India administration of the various States is modelled on the same pattern. Every State has a secretariat or central office with a number of departments and these departments have field offices reaching down to the last person in every village. These departments are the agencies of the Government to carry out their plans and programmes. These departments have their headquarters at the capital of the State or in some major towns with branches all over

the State. In this connection writers use the terms line and staff. These terms are borrowed from the Military field. In the army there are two kinds of units namely the line and the staff units. Line officers command the troops in the war. They do the actual fighting. Their main purpose is to win the war. But fighting units have to be supplied with arms, ammunitions etc. This is the work of staff units. Applying this to the field of administration the various departments in the mofussil constitute the line while the head of the department and his staff constitute the staff unit. In simple words the line is responsible for carrying out the policies and programmes of the Government while the staff assists them in doing the work properly. Put in different words the departments are responsible for carrying out the work of the Government while the head of the Department and his staff at the headquarters assist them in this regard.

*(Continued from page 22)*

branches of Engineering and in Electronics. And throughout their careers, of course, they are being constantly trained in the study and practice of that most fascinating of all human qualifications—leadership and man management.

#### Romance of Assignments

“You never know what will come next in the Army” said a fairly senior officer. “And that, I think, is one of the excitements of a Service life. To-day you are a Staff Officer at Army Headquarters and tomorrow you may be leading a patrol in the Naga Hills; next year you might be a Military Attache in one of the world’s capital cities, or in some far-flung part of the earth on a United Nations task, or back in your own home town as an officer in the National Cadet Corps. It is full of variety and change”. The varied patterns of these officers’ experiences suggest above all that intellect, enterprise and professional competence are the vital attributes of today’s Commissioned Officer. They emerge as men of character whose overall experience, knowledge and achievement must more than match the varied and exacting tasks that come their way. When they leave the service this character and the background of training still stands them in good stead. No retired officer with a good record has gone without a good job in civil life. In fact, people are clamouring for them. This makes their future doubly secure. No other profession can offer our young men a career so exciting, adventurous and rewarding as the Army. And with the expansion of India’s Defence Forces, a Commission in the Army is now open to every young man between the ages of 20 and 30 with the equivalent of an Intermediate standard certificate. Young men who are on the threshold of life have only to step into the Army to start a life full of the rich experiences and many sided interests of a Career Officer. And that door is open. *(Courtesy : All-India Radio)*

## For an Administrator’s Note book

### The Ethics of the Services

Certain rules of conduct exist for Government servants and these are easy to observe. But there is an unwritten code which is more important than the cut and dried rules which merely codify the externals: the essentials do not lend themselves to codification. It is these unwritten rules the observance of which makes a good official as their violation destroys his utility as a public servant.

It is impossible to catalogue these unwritten rules, but the basic principle from which they flow can be stated briefly. It is that a public servant should be a servant of the public in the manifold implications of that expression. This would mean that all his actions, during the discharge of his official duties, should be done in the public interest and never for direct or indirect personal gain. The personal affairs of a Government servant are not the concern of the State, and conversely, the State expects of him that his personal affairs and opinions will not be brought to bear on his official actions.

That a Government servant should be a true servant of the public is saying a good deal. It implies balance of judgment, a congenial and accommodating temperament, impersonal approach to problems, unassailable impartiality, integrity of character, and the subjection of his personal convenience to the public cause in a spirit of missionary zeal. And with all this, he must also carry the public confidence with him. In a democratic system, the utility of a Government servant is in direct proportion to the confidence which the public has in him. The moment that confidence is shaken, his utility is lost. The public is a strict judge and in relation to Government servants it expects very high standards of morality, conduct and efficiency. It is his duty to see that that expectation is not belied by any unguarded act or light-hearted talk. He must not only do what is right but must also take pains to demonstrate that it is so.

Along with the confidence of the public, a Government servant must also enjoy the confidence of the Government which employs him. He must be true to the trust reposed in him, regardless of his station in the comity of the services. He must consider it a privilege for being in the ranks of public servants and should feel satisfaction that in this way he has been afforded a preferential opportunity to serve his country. Looking at his duties and powers in this light, he will be able to do his work with zeal and devotion and thus earn the confidence of the Government.

B. N. J.

## The New Administrator Library

**The BIG IDOL** by R. G. Grigg. Published by Navajivan Publishing House, Price 75 nP. only.

This booklet deals with the evil impact of money on the various aspects of modern life. Money is the big idol and its votaries are many in the modern world. But few have realised the evil implications of giving undue importance to money. The author had suggested a way out of the situation. Written in simple language the booklet carries conviction.

**GIFT OF GOLD** by M. K. Gandhi. Published by Navajivan Publishing House, Price 40 nP. only.

The booklet is of much topical interest in the context of the Gold Control Order. There is a craze for jewels in our country. Mahatma Gandhi said that "In this country of semi-starvation of millions and insufficient nutrition of practically eighty percent of the people the wearing of jewellery is an offence to the eye". This provides the keynote of this booklet. It will amply repay perusal.

**THE WAY TO COMMUNAL HARMONY** by M. K. Gandhi. Published by Navajivan Publishing House, Price Rs. 8 only.

It is well-known that Gandhiji was the greatest apostle of Communal harmony. All through his life he preached the importance of communal unity and laid down his life on the altar of that cause. He has emphasised that communal animosity arises from mutual suspicion, jealousy and lack of tolerance. The book contains an interesting collection of the views of Gandhiji on the question of communal unity in India. Since Independence there is considerable lack of communal harmony. This evil has taken more hideous forms. In this context the present publication is a timely one and deserves to be widely read.

**The COILED SERPANT** by Van Vliet. Published by Navajivan Publishing House, Price Rs. 6 only.

**The CONQUEST OF THE SERPANT** by the same author. Published by Navajivan Publishing House. Price Rs. 3 only.

These are companion volumes and deal with the problem of sex. Stimulation of sexual impulses has become an ingrained part of the way of living at the present day. The evils of uncontrolled sexual impulses and the way to conquer them are lucidly dealt in these volumes. K.

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