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NAMES OF PERSONS WHO CONTRIBUTED
PAPERS

Working Paper

- Prof. B. S. Narula Professor of Public
Administration, and Head,
Administrative Theory &
Behaviour Unit,
IIPA, New Delhi.

Background Papers

- Shri P. J. Divatia Chief, Market Research
Division, Industrial Credit
and Investment
Corporation of India Ltd.,
Bombay.
- Dr. B. P. Gupta Head, Political Science Branch,
Birla Institute of Technology &
Science, Pilani (Rajasthan).
- Prof. V. Jagannadham Professor of Social Policy
and Administration,
IIPA.
- Dr. V. S. Murti Head of the Department of
Public Administration,
Nagpur University,
Nagpur.
- Dr. J. P. Naik Member-Secretary,
Indian Council of Social
Science Research,
New Delhi.

PROCEEDINGS OF THE FOURTEENTH ANNUAL
CONFERENCE OF THE MEMBERS
OF THE IIPA

(October 24, 1970)

The Fourteenth Annual Conference of Members of the IIPA was held at New Delhi on October 24, 1970. The subject for the Conference was "Challenges to Public Administration in the Seventies". Twenty papers received from the following participants were circulated in advance:

1. Shri P. J. Divatia
2. Dr. B. P. Gupta
3. Prof. V. Jagannadham
4. Dr. V. S. Murti
5. Dr. J. P. Naik
6. Prof. H. Pathak
7. Dr. R. C. Prasad
8. Shri M. V. S. Prasada Rau
9. Dr. N. V. Raghu Ram
10. Shri P. Sharan
11. Shri G. A. Sharma
12. Dr. S. K. Sharma
13. Shri J. K. P. Sinha
14. Shri S. P. Sinha
15. Shri Vraj Mohan Sinha
16. Shri Prakash Chandra Suri
17. Prof. A. R. Tyagi
18. Dr. Vishwanath Prasad Varma
19. Shri R. Venkatanarayanan
20. Dr. Ram K. Vepa.

The Conference had also before it a Working Paper on the "Challenges to Public Administration in the Seventies".

prepared by Prof. B. S. Narula of the Institute. The Conference met in two sessions. The morning session was chaired by Shri Asoka Mehta; and the afternoon session was presided over by Prof. M. V. Mathur.

MORNING SESSION

(In Chair : Shri Asoka Mehta)

Welcoming the participants to the Conference on behalf of the Director of the Institute, *Prof. V. Jagannadham*, observed that it was appropriate that the IIPA Members' Conference should discuss "Challenges to Public Administration in the 1970s" at the beginning of the new decade. The new stresses and strains which had developed in the economy and socio-political spheres lent special significance to the subject, and it would be useful to deliberate upon the future problems of development and nation building in the light of the past experience.

Declaring the conference open, *Shri Asoka Mehta* observed that a stage of development had been reached both in India and abroad where it was necessary to take a forward view and assess both the possibilities and the difficulties of the new decade which had begun. He added that it would be rewarding to have a panoramic view of the changing topography of political, economic and social forces. There was a growing tendency among many countries, including the advanced nations, to utilise modern techniques of management. Increasing thought was being devoted to the problem of participation—participation both of the employees and the clients—in the management of programmes and activities.

Shri Mehta pointed out that in India the internal dynamics of the changes which had already taken place and the change in the environmental context made it necessary to adopt new approaches and attitudes. The increasing complexity of life and the growing desire for better living had stepped up the people's expectation from and dissatisfaction with administration. As long as such frustration did not get out of control, it

could provide a useful spurt to administrative change in the right direction. In the field of administrative reforms, it would be useful to distinguish between "reforms through administration" and "reforms in administration". As regards the first, administration would have a more dynamic role to play as an agent of change in the '70s. At the moment the prevailing political flux was imposing a great constraint on the potentiality for economic and social growth. The growth potential of any society including the Indian society was dependent considerably upon the leadership which administration could provide in the matter.

Coming to "reforms in administration", Shri Mehta added that a good deal of thought had been devoted to it during the '60s; the thinking, however, was blurred and weak and did not lead to any clear guidelines for action. It was necessary to have a clear focus about the content of administrative reforms if the challenges of the new decade had to be met. Applied research on administrative problems could be very useful but basic thinking was no less important, as a breakthrough often occurred in the process of fundamental re-thinking. Shri Mehta, therefore, felt that the discussions at the Members' conference need not be considered as a routine exercise; they could help provide a useful backdrop for reforms in administration to be attempted during the next 3 or 4 years.

Prof. B. S. Narula, introducing the working paper, said that the challenges to public administration in India in the '70s were likely to be quite formidable in magnitude and complexity; and the Seventies would most probably be a turbulent decade, beset with several political, social and economic problems and tensions. The new dimensions of challenges in the '70s would have a significant impact on the functions and role of administration. A crucial challenge was going to be the widening of the gap between the people's aspirations and the ability of the Government to meet them adequately. Administration would therefore have to play a more positive and creative role in

stimulating development outside the governmental sector, in strengthening and activating local government institutions and voluntary bodies and in involving the private sector more actively in the developmental effort.

The Seventies would require, Prof. Narula thought, an administration which could adapt itself adequately to the environmental change and also anticipate and try to influence it significantly to facilitate the accomplishment of numerous tasks of development and nation building. Administration in the new decade would become more inter-disciplinary in scope and specialised in content and would need an increasing integration of several inputs and improved team work. There would be need for composite administrators who combine in themselves both managerial ability and a good grasp of the operational concepts of the area in which they are engaged. A new dimension of development administration was an increase in what may be called development regulatory work. Regulatory administration could not be isolated from developmental administration. In Indian conditions, administrators were increasingly confronted with situations in which they had to define public interest and aggregate and balance the demands of different interests. Theirs was perhaps 'a-political' role, though in the matter of party ideologies the need of the hour was for full non-partisanship on the part of the civil services.

Prof. Narula added that the Working Paper placed special emphasis on flexibility of approach to organisational and personnel problems. It would be necessary to open up avenues for quick promotion for promising young employees and to reduce the ratio between the maximum and the minimum salary. Participative management styles would perhaps be quite helpful in heightening the motivation to superior performance. Prof. Narula, further, drew attention to some of the dilemmas which the administration was going to face in the 1970s, such as the need for greater sensitivity to the political process *vis-a-vis* the need for maintaining and raising standards of impartiality and

integrity in administration; the need for more specialised experience and skills in administration *vis-a-vis* the requirements of improved integrative coordination; the desirability of balancing administrative continuity and stability with administrative change and the need for mounting up outside pressures for bringing about administrative reforms *vis-a-vis* the necessity of involving the civil servants in reforms implementation to overcome their resistance. For a breakthrough in such a vicious circle, administrators, scholars, political leaders, professional institutions and the Press had a vital role to play by promoting new thinking and stimulating administrative reform and change.

Shri P. J. Divatia said that an examination of the experience during the last two decades could perhaps provide some indications regarding the nature of problems likely to be faced in the 1970s. The First Five Year Plan was the very first experience with planned economy; and the Second Plan was a fair success. But the Third Five Year Plan was a miserable failure on account of innumerable difficulties that the country had to face. Referring to the internal problems of mobilisation of resources and realistic target setting, Shri Divatia observed that it would be pertinent to enquire how far the administrative system had contributed to these successes and failures. Would the rate of growth achieved during the last two decades been higher if the administrative system was of a different character? Shri Divatia added that with the implementation of the Fourth Five Year Plan the country would have made considerable progress. It could be said that the country would have reached a stage when a much larger growth might be expected. There was also another dimension of the problem of economic development; to compete successfully with developed countries in matters of technology, product quality and cost comparability. The entire administrative system would have, therefore, to be geared to take care of the basic requirements of the national economy in the context of world competition. Administration in the next decade would need to develop a dynamic and for-

ward-looking approach to the problems of modernisation of technology, world trends and world demands. Again, the Seventies would pose social problems which would be in many ways distinctly different from the economic problems. The experience in the past had been similar and a struggle and adjustment between social and economic forces had been going on. It would be necessary to gear the administrative system suitably to achieve harmonious integration of the processes of social change and economic growth.

Prof. V. Jagannadham said that two important challenges in the Seventies would be : (1) the implementation of recommendations of Administrative Reforms Commission in order to promote modernisation of administration, and (2) inculcating of cost-consciousness and increasing the productivity of individuals in administration. The implementation of administrative reforms was necessary for accelerating development but it would perhaps be resisted by all those who were likely to be affected adversely. The cost of administration needed to be reduced not only for checking the inflationary tendencies but equally for making the administration an effective instrument of implementing development policies and programmes. The cost of administration could be cut down either by pruning the number of employees or by increasing the productivity of the individuals. There had been in recent years a growing demand from the Government employees for higher pay scales and dearness allowances. Invariably, the pay commissions or committees set up by the Government would recommend increases in dearness allowance and pay with a view to bringing about a parity between the rising cost of living and the emoluments; and such measures have had a multiplier effect on the whole economy and tended to accelerate the race between wages and prices.

Prof. Jagannadham further drew attention to the need for reducing the distance between the citizens and the administration in view of the complexity of challenges to administration in the

1970s. The old problems of defence and development were likely to continue and some of them could even get aggravated, e.g., unemployment, particularly among the educated; law and order; class conflicts and communal issues; in efficient running of public enterprises; management of urban explosion, and containment of the revolution of rising expectations. New problems and tensions arising from increased tempo of development would pose fresh challenges for administration. Demands of the masses and the pressure groups on the Government would mount up. The critical need in the Seventies would therefore be for revision of policies and programmes and reorientation of administrative methods and procedures so as to cope effectively with both the old and the new challenges.

Shri P. Sharan pointed out that many of the planning and development activities had failed mainly for two reasons; decline of political leadership and factional party politics; and growing inefficiency and corruption in public administration. In his view, the provision of basic necessities, expansion of education, health and other social services, maintenance of law and order and growing unemployment, particularly among the educated people, would create serious challenges for public administration in the '70s. *Shri Sharan* suggested that a concerted plan should be adopted after careful consideration by all parties concerned to root out corruption from public life and to improve administrative methods and procedures. The agreed programme should cover elimination of interference in public administration, combating of labour troubles, strikes, gheraos and subversive activity, incentives for increased production, population control and other similar matters. Above all, it was important that the leaders in various spheres of public life should set an example in hard work, integrity, public spirit and broad outlook.

Dr. Sudesh Kumar Sharma observed that strengthening of the traditional areas of administration was vitally important for meeting challenges of '70s. He was sorry to note that neither the working paper nor the papers of the participants touched

upon the problems of judicial administration. Dr. Sharma added that the increased tempo of development was likely to add significantly to social tensions and conflicts. Within the administration itself, there was a noticeable tendency among the civil servants to resort to the courts for redress of their grievances. Judicial administration was an important sub-system of public administration. Its proper strengthening was urgently needed for preserving social peace and stability as well as for maintaining people's faith in social justice and fair play in national life.

Shri Vraj Mohan Sinha thought that the '70s portended to be a decade full of several administrative challenges in matters like educated unemployment, rising prices, deterioration of law and order situation, labour troubles, students' agitation, etc. The political climate had already been vitiated by shifting of loyalties and in the years to come political interference in the day-to-day administration was likely to go up. The role of administration as an empire between different interests had been adversely affected in recent years and there was a trend towards connivance between the politicians and administrators for furthering their own interests. The Seventies were likely to intensify these problems but there was no indication that the Government would be able to meet them effectively.

Shri P. C. Suri, introducing the participants to his paper, suggested that the deliberations of the Conference should be centred on concrete challenges; and it would not serve any useful purpose to discuss generalised statements. Shri Suri added that his paper dealt comprehensively and in a realistic manner with most of the challenges of the '70s, such as those in the field of population control, urban growth, industry, agriculture, education, research, etc. The paper first analysed the economic, social and political challenges of '70s and traced out the impact of the Constitution on the objectives, attitudes and capacity of public administration to face these challenges. The declared aim of the Constitution was to secure economic

justice, yet some articles in the Constitution did not permit of measures to secure such an objective.

Shri Suri further drew attention to the requirements of dynamic administration as spelt out in his paper. These included the creation of a "techno-structure" with emphasis on integrative coordination; adoption of personnel policies conducive to securing "youthful maturity" at key and directional levels; development of an effective system of measurement of performance; opportunities for individual development, motivation and incentives; an attitude of research towards problem-solving and encouragement of people's participation. Shri Suri added that the colonial administrative concepts such as those of the Islington Commission still dominated the personnel policies. He was emphatic that the primary problem was to retain and foster vitality and creativity in administration against the existing mediocrity and inertia.

Professor Tyagi observed that in his view public administration was no more than a machinery for converting inputs coming from the community into outputs, and accordingly the administration had a marginal role in initiating and formulating socialistic or egalitarian policies. In recent years there had been an increasing politicalisation and this trend was likely to get accentuated in the coming years. It should be the administration's role to see that increasing involvement of the political system in catering for the pluralistic needs of society do not lead to increased interference in the day-to-day administration. It should be its role to act as the preserver of impartiality and fair-play in decision-making at various levels.

Referring to the trend in some States towards bifurcation of the law and order machinery from the developmental apparatus, Prof. Tyagi thought such bifurcation would not be conducive to maintenance of law and order as well as to social and economic development. Prof. Tyagi explained that regulation was a long established function of public administration, and in the

context of Government taking up the major responsibility for economic and industrial development the regulatory function had come to acquire new dimensions of positive social objectives. He was of the view that the challenges of development during the Seventies could be met not by further politicalisation or creation of more organisations but by professionalisation of the civil services and by making the existing machinery and individuals more efficient.

Shri R. Venkatnarayanan said that civil service was becoming more and more flabby, and too many committees and similar other bodies often considered the same question. He urged that delays in administration must be reduced to a tolerable level. He added that professional and technical sophistication involved in issues to be decided by Government would increase enormously in the coming years and it was therefore important that civil service personnel engaged on policy advice should not only up-date their professional and technical knowledge but should actually analyse issues in truly technical terms.

Shri Venkatnarayanan further said that the induction of expert knowledge and modern techniques in day-to-day affairs of Government would be increasingly required in fields like personnel management, financial control and administration, planning for regional economic development, project planning, execution and evaluation, etc. But injecting technical personnel in Government agencies would not suffice. It would be necessary to take a wider view of problems and keep the administrative system flexible enough to be able to attune itself to the requirements of various situations. In the Seventies the bureaucracy would obviously expand and decentralisation was likely to create problems of accountability. The seventies would, on the one hand, see the extension of rules and regulations to answer the needs of impartiality and natural justice, and, on the other, further decentralisation of decision-making powers within the bureaucracy. *Shri*

Venkatnarayanan concluded that quick and systematic collection of comprehensive information on the national economy and its proper storage and quick retrieval were very important for problem-solving.

Dr. B. P. Gupta pointed out that there existed a lot of indiscipline, lethargy and inefficiency in the civil services on account of excessive security of tenure. Instances were not infrequent when an officer was not able to take disciplinary action against his subordinate simply because he could not afford to undergo the ordeal of facing the enquiry committee where probably he might not be able to prove the fault of his subordinate. Cases of default left unpunished tended to result in a general demoralisation within the administration. There was equally the need to streamline the system of promotion, rewards and punishment. The experiments which were under way in the matter of inducting specialists and technical personnel in management positions needed to be watched carefully. *Shri Gupta* further observed that the working of Panchayati Raj institutions had been characterised by internal feuds, mutual jealousy, etc., and had vitiated the entire atmosphere of the village community. He added that people's participation in the developmental effort called for dedicated political leadership.

Shri M. V. Prasada Rau said that the challenges of the '70s would cover a very wide ground and it was, therefore, necessary to follow a selective approach. In his view, the main problem in the '70s would be one of heightening managerial capability. The traditional aspects of administration like law and order would deserve equal attention along with development administration. As far as the growth of managerial ability was concerned, the approach taken by the Administrative Reforms Commission was rather parochial. It had led to unnecessary controversies. The role of the coordinator had become crucial in the Central and State Administrations as well as in the public sector. Management being a unified and complex function, it was important to develop a corps of administrators and

managers drawn from varied backgrounds and disciplines; and similarly, new directions of thought were required to formulate management policy and solve the problems of public sector undertakings. Shri Rao added that the top manager should have the capacity to withstand stresses and strains, to coordinate and to take decisions under adverse conditions. Sufficient attention had not so far been given to spotting the managerial talent available in the public sector undertakings.

Drawing attention to the various problems faced by the tribal areas in matters of education, credit, upliftment of the backward classes, land reforms, etc. *Shri S. P. Sinha* said that administering of tribal areas had been a great challenge all through Indian history. Although the Constitution favoured the integration of the tribal people into the mainstream of the national life, the experience in this regard during the last two decades had not been encouraging. Disruptive forces were at work in tribal areas and the atmosphere was charged with feelings of separatism. The seventies would thus offer a great challenge as well as an opportunity in the field of tribal administration. Shri Sinha expressed concern over inadequate improvement in the literacy rate and economic conditions of the tribal people and suggested increase in financial provisions for their welfare.

AFTERNOON SESSION

(In Chair : Prof. M. V. Mathur)

Dr. V. P. Varma pointed out that many of the challenges of the Seventies would emanate from the environment but many of these would be amenable to technological control through rationalisation, increased mechanisation, modernisation, etc. But there would also be deeper tensions, frustrations, conflicts and anxieties of the modern age which would create new problems. Referring to the problems of university administration, Dr. Varma said that the loss of values and the rapid erosion of moral idealism posed a great challenge. He added

that the challenges of the Seventies would require of the administrators new strategies suited to specific situations. Dr. Varma urged that judicial intervention needed to be looked at from the wider perspective of the political stability of the country and the need for combating the encroachment of politicians into different sectors of life. If any changes were needed in the existing role of the judiciary, these could be brought about through constitutional means. However, the rule of law needed to be preserved intact.

Shri H. M. Patel said that the most important factor in meeting the manifold challenges of the '70s was the quality of the human material. There had, however, been a significant deterioration in recent years in standards of efficiency and integrity. Administration was functioning more or less in a leisurely manner and policy formulation and programme implementation were not up to the mark. Administrators no longer approached their tasks with devotion and dedication. As a result of all these factors, Shri Patel added, the ability to face the challenges of the Seventies had been impaired considerably. It was important that the ordinary citizen should be able to get his work done in a satisfactory manner from the administration. Shri Patel felt that real challenges to administration arose not because of complicated and complex tasks but from the general lack of character and the neglect on the part of the seniors to perform their duties conscientiously. The law and order situation in the country was far from satisfactory; schemes and projects were seldom completed efficiently and within the targeted time.

Striking a note of optimism, *Shri Mohender Bahl* underlined the importance of development of right values and attitudes among the civil servants and the inculcation of a sense of responsibility among them as well as among the people. He added that in view of the considerable progress already made since Independence, it should not be difficult to meet the

challenges of the '70s. What was needed was a forward-looking approach, determination and willingness to take risks.

Shri O. P. Bharadwaj emphasised that the administrative system and procedures had not been adapted adequately to the responsibilities taken up by the Government in the fields of development and welfare. In the '70s, the problems like those of law and order and growing un-employment would intensify and the increasing gulf between the governor and the governed would create new pressures and tensions. In the context of political instability and uncertainties which were likely to overshadow the '70s, it would be necessary to redefine the relationships between civil servants and Ministers. The Administrative Reforms Commission had made some proposals in this regard but it had not suggested any solutions for situations in which a Minister found himself helpless to get something done when the senior civil servants thought that these could not be done. *Shri Bharadwaj* suggested that a Minister should be in a position to have a few expert advisers from outside at the senior level so that there would be somebody who could match the permanent officials in intellectual calibre. Further, it was important that the poor and weaker sections of the society were fully represented in the composition of the civil services—in the IAS as well as in other services. This was necessary to make the administration really responsive and sympathetic to the people's needs and difficulties.

Shri V. Subramanian said that a potential challenge was that of motivating the civil servants to take more interest in solving the problems of administration. Two important ailments were the lack of belief in the man-on-the-spot and the centralisation of powers. These must be remedied if the challenges had to be successfully met. Referring to the problems of rising social discontent, economic distress and political instability, he emphasised the need for national integration, proper law-and-order system and dedication of administration to the welfare of the down-trodden. He added that for meeting the challenges

of the Seventies it would be necessary to reduce the increasing gap between the 'governed' and the 'government' and promote a productive approach and cost consciousness in administration. Equally important was to root out corruption and initiate measures against centralisation of power in bureaucracy. *Shri Subramanian* was of the view that administration should be committed to the Constitution and the good of the common man and to the welfare of the country as a whole and not to party ideology or the political process.

Wing Commander Arora underlined the need for controlling corruption and maintaining law and order. He explained that there was no contradiction between a clean and honest administration and the requirements of development. He wondered whether development could be really speeded up with out strengthening the administrative infrastructure.

Dr. V. P. Varma stressed the importance of strengthening of the foundations of administration so that the basic functions could be carried out effectively. *Dr. V. P. Varma* added that consolidation of the gains already made in the field of administration was very important for purposes of facing the future challenges. The controversy which has arisen about committed bureaucracy was hardly meaningful in as much as the need of the hour was for improving standards of impartiality and integrity. It was important that the administrators should have a clear-cut framework for action. Accordingly, it would be complicating things to introduce new concepts, like productivity approach, at this stage, without defining them in detail and operationalising them into action guidelines. This implied that for some time to come there should be a holiday in the matter of administrative reforms and innovations, and attention should be increasingly focussed on raising standards of discipline and efficiency and improving the law and order situation.

Prof. R. P. Agarwal said that the challenges of the '70s called for a development-oriented administration. It was

important that administrative tools should be sharpened and due attention paid to problems of rural areas. Mr. Agarwal added that for fulfilling its role as an agent of socio-economic change, public administration in India must harness the energies of the youth in a constructive manner.

Prof. H. K. Paranjape observed that even the challenges to public administration had not been met adequately. He added that Pandit Jawaharlal Nehru had helped create a number of institutions which could make a useful contribution in resolving the various problems, but these institutions had mostly become fossilised, and were no longer serving their objectives. They could have succeeded in their tasks if the elite that manned their senior levels had understood their responsibilities clearly and worked with common understanding and commitment.

Shri T. N. Chaudhury, referring to the problems of violence and disruptive activities of the Naxalities, said that many of the new problems were actually reactions to old ailments in the administration. He emphasised the need for according due recognition to the human relations aspects of administration. Referring to strikes by the government employees, Shri Chaudhury felt that the joint consultative machinery had not worked satisfactorily and it was important to find out a better and lasting solution.

Shri N. H. Attthreya emphasised that it had become a fashion to talk in terms of expevolutions rising expectations and losions frustrations. Such challenges, he said, would increase in the future but not much could be done about them without enhancing personnel capability and human ingenuity. He added that despite the prevailing limitations everyone could contribute, if he so wished, to resolving the current and future problems. There were two kinds of incentives; physical and psychological. Much could be achieved if every member of the civil service thought in terms of satisfaction arising from one's contribution.

Shri K. D. Trivedi remarked that the discussions at the conference had mostly been in broad terms and the suggestions put forward were rather vague, as the challenges of the '70 had not been presented in an operationalised and concrete form. Referring to the problems of rural development administration, Shri Trivedi urged that a growth-centre approach should be adopted in place of the prevailing politico-administrative approach. He added that the middle management had been the weakest link in the Indian administrative system and it needed to be strengthened adequately. Equally important was to inculcate a human relations approach in the personnel policies and practices.

Shri R. P. Khetarpal said that the challenges of the Seventies and even of the Eighties could be met successfully provided due attention was paid to improving the educational system and educational administration. The new generation looked forward to the future with hope and determination and was unlike the old generation, quite optimistic about meeting the problems of the Seventies. Young people were prepared to face all odds and difficulties but it was necessary that the leadership should have faith in them and allow them the opportunities to shoulder responsibility.

Shri R. L. P. Sharma pointed out that public administration and political science has been getting the encouragement which they deserved. He added that the challenges of the Seventies could not be met without involving these two disciplines in problem solving.

Prof. R. M. Khetani pointed out that many of the challenges could be faced if everyone were to perform his duty conscientiously and with perseverance. This would, he added, require a programme of educating the citizen in regard to his duties and responsibilities.

Summing up the discussions, *Prof. Narula* said that a major point which had been made was that even the challenges of the

'60s had not been met successfully. This by itself, he thought, would constitute one of the big challenges of the '70s. The deliberations at the conference had covered a very wide ground, ranging from social, political and economic problems to various challenges which would have to be met in developmental and non-developmental fields. Attention was drawn to the inter-relationship between regulatory and development administration and importance of reinforcing the traditional administrative sector with a view to providing a sound and solid framework for developmental activity. There appeared to be a general agreement that the Seventies would need a development-oriented and dynamic administration. The need for professionalization of the civil services was also stressed. Many of the participants had felt that the administrators of tomorrow must possess a high sense of commitment to public purposes and to achieving results. Emphasis was placed on the role of administration on mobilising people's (participation in developmental activity and on employee participation as a motivating device. The need for greater sensitivity to the people and improvement in standards of integrity at both the political and administrative levels was highlighted. It was urged that the implementation of administrative reforms should receive a high priority at the hands of the Government.

Prof. Narula added the conference discussions had thrown up several issues for study and research by the IIPA. These included planning, programming and implementation, programme management, administrative components of development planning; improvement of methods of performance appraisal, identification of criteria which would help to link the promotional system to merit; attraction of better talent to the civil service; building up of management cadres; changes needed in administrative systems and procedures to combat the adverse impact of political instability; meaning, scope of content of the concept of professionalisation of the civil service; and the type and nature of management which would be best suited for promoting development.

In his concluding remarks, *Prof. M. V. Mathur* (Chairman of the afternoon session) said that it was a happy augury that 30 members had participated in the conference. He agreed with Shri H. M. Patel that there were continuing challenges; challenges that already existed and which would persist in the Seventies. One of the key challenges was that of providing a clean and efficient administration. Prof. Mathur added that in the '70s the public administration would have to operate in a climate of political and social uncertainty. There would be many more unemployed and better informed people as well as many more angry young men who would not be prepared to face up to the new tasks nor be satisfied with the old kind of administration; but there would also be some thoughtful ones who would provide ideas and expertise for meeting the challenges of the Seventies. Prof. Mathur felt that the problems of the Seventies needed to be viewed from a broader perspective and in an objective manner. Administration in the Seventies would need specialists of various kinds to help harness the advances in science and technology to accelerate the pace of development. Good generalists would also be needed, particularly at the top level to deal with problems of a fundamental character.

Prof. Mathur was of the view that education and research in science and technology and problems of educational administration were going to be a really big challenge in the '70s. With the growth in the size and complexity of the administrative machinery, it would be necessary to improve the functions to autonomous institutions and to improve the arrangements for coordination. At the top policy-level, that of the Minister, it would be worthwhile to have professional advisers who were politically appointed and who possessed both expertise and vision.

With the advance of education and a greater awareness of

the problems, Prof. Mathur added, the commitment on the part of the people to nation building could grow. The Indian Nation had survived for thousands of years and there was no cause for pessimism about the future. With a wider awakening among the people, strengthening of the sense of national identity and a scientific attitude to problems of management and administration, it should not be difficult to meet the challenges of the Seventies.

Thanking the participants on behalf of the IIPA, Prof. Jagannadham said that Members' Conferences provided opportunities for intellectual stimulation, exchange of ideas and dialogue between wise old men and angry young men. He added that the discussions in the conference had been quite fruitful and many interesting and basic issues had been raised. The IIPA was grateful to Shri Asoka Mehta and Prof. M. V. Mathur for sparing time to preside over the morning and afternoon sessions respectively and for giving the participants some valuable insight into the nature and complexity of the challenges to public administration in the '70s.

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