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I have been in touch with the work of the Institute for some years. I am aware of the importance of the activities which the Institute undertakes. I am glad that new dimensions are being added to the work of the Institute and this is taking place very rapidly. It is increasing and its usefulness to the community more and more. I have drawn upon its resources in the past. I recall especially two assignments in connection with the administration of the municipal corporation, in which I took some interest.

One thing which strikes me as a matter of importance is that although we are now giving more and more recognition to administration as a subject of research and study, still it is not enough. I know we have the Administrative Reforms Commission. In our programmes for economic development and social progress, I believe more research is needed and compared to the cost of research and study in this field, the return is many thousand times more. That means, there is a great deal of scope for giving greater attention and applying more resources to this subject. Having said

that, the question does arise, is there a way of judging the return on this investment. That can be only by trying to see what utilisation has been made of the product of research, old and new. Where studies are made in the field of administration, the question would be what concrete and precise suggestions have emerged? How many of them were accepted by those who were concerned with them? How many were adopted and stayed in use and bore fruit? And for the rest the question would still remain: why is it that this has not been utilised as fully as we might expect? There are, in addition, over a long period of years, certain guidelines which have crystallised and they are experience-borne directives, advice, by persons in administration at various levels. Is that advice being carried out? That is a problem. It is a simple thing. Let us have more sophisticated research. There can be any amount of refinement. It is all welcome. But whatever we know, and regarding which there is no question, that should be accepted as sound advice. And if that also is not followed, then what else can happen? That becomes a problem again for research and administration. Maybe, it means a wider field of research.

I have remained for many years fairly closely connected with our plans. My colleague and friend, Asoka Mehta, is now engaged in that activity and it is certainly very fascinating and very arduous also. In connection with the framing of plans, the question arose, from time to time at the end of every plan-I am speaking from my experience-as to what we have got out of our investment, and whether it is adequate in relation to what we had set out to achieve. There were great achievements from one period to another, and yet every time we felt that we fell short of targets according to our own expectations and the expectations of the people. Gaps stared us in the face. Yet, we made a bigger plan. That could not be helped. We had to march on in a bigger way. But every time the question was: what has been responsible for this lack of achievement, this lack of progress. I am afraid sufficient thought has not been given to that aspect although when we moved from the Second to the Third Plan under Jawaharlal Nehru, he, in introducing the plan in Parliament, laid stress on this aspect to implementation, as something which required continuous, constant consideration as a factor in the successful planning. It was for lack of proper

implementation that we suffered. Stress was laid on that and again the same position remains. This, I am afraid, is the situation today also.

One thing which typifies the phenomenon is the rise in the price index. It is an indicator of what we have been able to do and what we have not been able to achieve, and how far we have come up to the level of performance which was expected of us. Now, in the plans the basis was that they were going to be non-inflationary plans. Even if there was some inflationary pressure on account of the heavy investment in public sector, that was to be offset by the increase in productivity that was expected. But what we faced at the end of the plans was something very different, very disconcerting. This has been very much more so in recent years. I mean there are special reasons also. But the fact is that we had always hoped that our development will be without any significant rise in prices on the whole, especially in the matter of essential articles. Now the fault lies largely in implementation: I believe, planning may account for it only to some extent.

An explanation is that we have not succeeded in making most effective use of resources, human, material, indigenous or foreign, and well, the result has been that its consequences, *viz.*, inefficiency, lack of integrity, have been loaded on the cost. Whatever the explanation, we have inevitably to bear the consequences and that is the price rise. For example, the consequences of price rise in the sphere of our balance of payments is very well known. We suffer in exports. They become more and more difficult. Similarly, the internal economy of the country, and other objective of social justice, are adversely effected. Incomes rise of course, but the incomes and the prices do not rise in the same place, in the same way; and it is these two factors which deserve greater consideration at our hands.

If it were an economy of abundance, then we do not need any controls at all. Regulations will be very little. But, otherwise, controls, both for the purpose of more rapid economic growth and for ensuring major social justice, are unavoidable. But the manner in which they are worked only means that corruption prevails and there is no satisfaction at all to the consumer, to the others, to the

general public, and ultimately there is much greater dissatisfaction. Therefore, neither in one end nor the other do we gain. That is where administration comes in. I regard that as the most vital aspect of administration.

It is the past which has its lessons. The people want to have a certain degree of satisfaction. The test of adequacy of the whole of our social system is how much satisfaction it secures for the people, at least in terms of our own policy, our objectives, say, of Constitution in our case, specially when we have been telling the people, giving them some kind of a hope of a national minimum to be established in the country over a period of years. How much we have marched towards that is a question which has not yet been properly evaluated. But I think that progress is very slow. I think, in those concrete terms, we have no great gain of planning and great achievements of development. Even regarding the removal of disparities, people wanted much more to be achieved and there, I believe, the fault lies in not doing the things which could be done. Wherever I went last month-when I went to my constituency-everywhere people said, we cannot get this done in time. We could have prevented this devolution because after all it is these failures which brought it about: we are not able to produce enough, and not at reasonable cost, and all the other consequences follow.

It is a question of total satisfaction. Therefore, you will see that through the whole of our social system—the political, social, economic, educational, everybody has to collaborate and make contribution. Sometimes this contribution is positive, sometimes it is negative. I would not like to hurt anyone's feelings when I say that many of us are making negative contributions. Now politicians are indispensable in a democracy everywhere, where power has to be exercised, and yet you see there is interference. If high standards are not laid for everybody then the things down below will go wrong—that cannot be avoided.

Take education. The system of education has produced several eminent persons and yet I believe, there is something very radically wrong that we are now experiencing, with destruction of property at the hands of students. I do not blame them. They are still in our

charge whether as guardians or as educators. I think something is wrong with us that they have gone so wrong. There are other problems which are not administrative in all limited sense. But it is the integrated way in which everything has to be looked at, so that we can do purposive studies and derive results therefrom.

Administration itself has expanded so much that the responsibility has become obscured. That is a very important factor in the situation. After a period we see that this project has cost so much more. The target in physical terms has not been achieved. There are shortfalls, quality is not as we had expected. Maybe, such a realisation comes after a long time. That emphasises that there is a need for constant, continuous check so that it is possible to track down whosoever the culprit might be. Much is being done but, I am afraid, more needs to be done. I tried myself, but I did not achieve any conspicuous good results.

The main thing is this. As a result of all the aforementioned causes there is a vast gap between the people's needs and expectations and what we can offer to them. Now that is such an important fact: it sets really the face of the future. It is not for us to decide as to whether there will be a change or not. The change has to be there. This is where political leaders come in. They can bring about this change smoothly. There is a changing situation, a changing world, and our people are changing, particularly in their outlook. Now the leaders have to match that by something similar on their side. It is said we have got to improve our administration. That is one of the instruments. The Administrative Reforms Commission is there. Let us not take it into our heads that it is going to be the last word in everything. I think it will only open more avenues for more studies, for more adaptations and I think we will have to be prepared for all that. The change calls for research on a much greater scale and change will continue. Now so far as factors which contribute to a change for the better are concerned, there is so much being done in the mechanics of improvement, procedures, etc. The more important part of it, however, in the present conditions, at any rate, is the more intangible factors, and that is the climate in which we function in any office, anywhere, the climate of human relations-whether it is

a climate which creates a zest for work, hope, confidence, or embitters enthusiasm or not. That is the main thing. I think it is there that we are lagging very much behind. The remedy is largely at the level of leadership, the elite in society, particularly so in this country and at this juncture. Therefore, I will take all the faults on leadership, leadership at various levels-political leadership, leadership in administration. A good man, a good officer, very competent, capable, doing first class work, is a failure if he is not able to communicate that to a number of persons below and get more out of them. How much more he is getting out of those who work with him that is where comes in leadership. We are not conveying that to the lower layers and, therefore, that climate must be created. It is not just the existence of classes in services, viz., Class I, II, etc. In every class there are several layers. The matter of the highest importance to me is that leadership has to accept its responsibilities and discharge them and create a new climate in which more work will be done by everybody. Everybody has to play a part, everybody has to do more work. This somehow is eluding us and for that a great programme of education is necessary. You have to bring the people into it. It is people who expect, who want, who make demands on us. And yet we have not educated them into understanding sufficiently how they will get it. It is in a hundred ways that we have to talk to them, reach their minds. Change is required all round, in our minds, and in the minds of people in the administration, and in the people. That has not been done enough. I think it has to be a very huge programme, not in terms of some kind of static concept and mechanical ways because I think a good deal of what they get through newspapers, etc., does not give them much at all. It creates more confusion there. Something very different has to be done.

I am only laying stress on one aspect, which I believe is fundamental. People know what should be done and if the leaders are slack they will make the leaders work as they are already successfully doing now to an extent. More of this is required. We should take care and everywhere whosoever is in a position of responsibility has to see that something much more and better has to be done. I think that is the key to any further progress; and there everyone of us has to begin in his own sphere so that he is able to

create those conditions, that environment and those attitudes and that acceptance of certain values which will, together, mean generating a climate. That is the most fundamental need and factor in the situation today which requires attention.

I will conclude. The work of the Institute, I think has to be developed more. They have got opportunities now. That is very good and very gratifying, but that is not enough. It is not a matter only of sparing more funds. It is getting the right kind of people to do things and there it is that I think there has to be a search for talent and drawing on many more people: also collaboration with various forums where such activities are going on—universities, administrations and wherever research is being carried on. It is that interaction, it is that collaboration which will heighten the value of whatever is done. I think that was not thought of enough before. I believe, progress is being made in that direction and much more needs to be done. I conclude with this thought that in the situation that we are facing today in this country no kind of normal ordinary reactions is sufficient. Something has to pass into everyone's mind, some kind of big impact, that everyone has to get up and look up and see what is going on around us and do much more than we are accustomed to do. That applies to everyone of us and I hope this Institute will make some contribution in that direction.