

INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
NEW DELHI

Report of Proceedings of the Sixth Annual Meeting
of the General Body held on the 27th August, 1960

The Sixth Annual Meeting of the General Body of the Institute was held in the Assembly Hall of the Institute at New Delhi, at 5 p.m. on the 27th August, 1960. Shri Jawaharlal Nehru, President of the Institute, was in the chair.

2. The following members were present :

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| 1. Shri Jawaharlal Nehru | 28. Shri M.V. Desai |
| 2. " V.T. Krishnamachari | 29. " S.S. Devashrayee |
| 3. " K.R. Achar | 30. " V. Doraiswamy |
| 4. " M.K. Agarwal | 31. " P.R. Dubhashi |
| 5. " P.P. Agarwal | 32. Dr. (Mrs.) Nirmla
Dwarkadas |
| 6. " H.C. Arora | 33. Dr. R. Dwarkadas |
| 7. " N.H. Athreya | 34. Shri V.K. Garg |
| 8. Dr. A. Avasthi | 35. Dr. Amar Nath Ghei |
| 9. Shri Bakshi Ram | 36. Shri R.D. Govila |
| 10. Major N.V. Bal | 37. " C.P. Gupta |
| 11. Shri N. Balkrishna | 38. " R.S. Gupta |
| 12. " P.N. Banerjea | 39. Dr. Gopi Chand Gurbax |
| 13. " S.K. Banerjea | 40. Shri Jai Prakash Jain |
| 14. " H.C. Banjahi | 41. " R.B. Jain |
| 15. " J.G. Batra | 42. " R.K. Jain |
| 16. " S.R. Bhashyam | 43. " Chetkar Jha |
| 17. " R.S. Bhatt | 44. " Kailash Chandra |
| 18. " N.K. Bhojwani | 45. " Kailash Prakash |
| 19. Dr. H.W. Butt | 46. " S.S.L. Kakkar |
| 20. Shri P.P. Chadha | 47. " M.C. Kapoor |
| 21. " V. Chandrasekharan | 48. Prof. D.G. Karve |
| 22. " S.C. Chaudhuri | 49. Shri O.P. Kaushal |
| 23. " R.N. Chopra | 50. " C.S. Kedarnath |
| 24. " S. Chopra | 51. Dr. B.S. Khanna |
| 25. Dr. (Mrs.) Usha Dar | 52. Shri T.S. Khanna |
| 26. Shri A. Datta | 53. " A.P.V. Krishnan |
| 27. " Krishna Datta | |

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| 54. Shri S.S. Kshirsagar | 94. Dr. H.K. Paranjape |
| 55. „ V.M. Kulkarni | 95. Shri N.S. Pardasani |
| 56. Lt. Col. K.M. Kuriako | 96. „ H.M. Patel |
| 57. Shri Lal Chand | 97. „ J.C. Paul |
| 58. „ J.C. Luther | 98. „ David C. Potter |
| 59. „ A.S. Madan | 99. Mrs. A. Prabhavathy |
| 60. „ Mahmood Ali | 100. Dr. Amba Prasad |
| 61. „ H.R. Makhija | 101. Shri R.C. Prasad |
| 62. „ A.S. Mani | 102. Dr. Ramayan Prasad |
| 63. „ T.R. Mantan | 103. Dr. M.V. Pylee |
| 64. „ L.H. Marathe | 104. Shri V.G. Ramachandran |
| 65. „ H.P. Mathrani | 105. „ M.S. Ramayyar |
| 66. „ K.P. Mathrani | 106. „ R.K. Rangan |
| 67. „ G.C. Mathur | 107. „ S.V. Rao |
| 68. „ H.K. Mathur | 108. „ K.L. Rathee |
| 69. „ J.N. Mathur | 109. „ B.G. Rau |
| 70. „ D.L. Mazumdar | 110. „ G.S. Rau |
| 71. „ J.D. Mehrotra | 111. „ F.F. Richardson |
| 72. „ N.D. Mehrotra | 112. „ S.C. Roy |
| 73. „ Parimal Y. Mehta | 113. „ Sada Ram |
| 74. Mrs. Lakshmi N. Menon | 114. „ G.N. Sadhu |
| 75. Shri P.K.J. Menon | 115. „ M.L. Sahdev |
| 76. Prof. V.K.N. Menon | 116. „ B.S. Saksena |
| 77. Shri M.D. Misra | 117. „ K. Santhanam |
| 78. „ R.N. Misra | 118. „ R.G. Saraiya |
| 79. „ S.N. Mital | 119. „ Gurdev Saran |
| 80. „ K. Mitra | 120. Dr. K.N.V. Sastri |
| 81. „ Ajit Mozoomdar | 121. Shri Satyanand |
| 82. „ R.G. Nagarajan | 122. „ C.V. Satyanarayanan |
| 83. „ R.T. Nagrani | 123. „ A.P. Saxena |
| 84. „ Gopeshwar Nath | 124. „ M.K. Saxena |
| 85. „ P.N. Natu | 125. „ K.K. Sethi |
| 86. „ P.R. Nayak | 126. „ G.P. Shahani |
| 87. „ V.C.G. Nayar | 127. „ Parmatma Sharan |
| 88. „ A.V. Pai | 128. „ H.C. Sharma |
| 89. „ Subimal Pal | 129. „ R.P. Sharma |
| 90. „ M.K. Palwankar | 130. „ Shri Ram |
| 91. „ S.D. Pandey | 131. „ U.S. Srivastav |
| 92. „ A.D. Pandit | 132. „ B. Shukla |
| 93. „ H.E.J. Pant | 133. „ Gajadhar Singh |

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| 134. Shri Gurmukh Nihal Singh | 147. Shri P.D. Srivastava |
| 135. „ Harbinder Singh | 148. „ S.P. Srivastava |
| 136. „ Indarjit Singh | 149. „ K.N. Subbanna |
| 137. „ L.P. Singh | 150. „ R.V. Subrahmanian |
| 138. „ Raghunath Singh | 151. „ M.V. Subramanyam |
| 139. „ Rajendra Singh | 152. „ Shanti Swaroop |
| 140. „ Surendar Singh | 153. „ Rameshwar Thakur |
| 141. „ T. N. Singh | 154. „ R.N. Thakur |
| 142. „ S.K. Sinha | 155. Prof. A.R. Tyagi |
| 143. „ K. Srinivasan | 156. Shri S.C. Uppal |
| 144. Prof. N. Srinivasan | 157. „ R.K. Vaish |
| 145. Shri N. Srinivasa Raghavan | 158. „ E.H. Valsan |
| 146. „ G.P. Srivastava | 159. „ B.D. Vashist |
| | 160. „ S.S. Vashist |
| | 161. „ K.G. Vasudeva |

Associate Members

1. Miss Anand Darshan
2. Miss Joginder Kaur Arora
3. Shri K.P.S. Bawa
4. „ R.N. Kabra
5. „ Narendra Kumar
6. „ M.V. Narayanmurthy
7. „ A.V. Rangan
8. „ J. Sharma

Corporate Members

1. Shri M.S. Bhist (representing U.P. Public Service Commission)
2. Shri K.M. Bhusarkar (representing Tribal Research Institute, Chhindwar)
3. Shri Vishnu Dutt (representing Officers' Training School, Jodhpur)
4. Shri B.V. Gupta (representing Metropolitan Book Co.)
5. Dr. P.D. Gupta (representing N.R.E.C. College, Khurja)
6. Prof. V.S. Murthi (representing Nagpur University, Nagpur)
7. Shri C.R. Rathee (representing Nehru College, Jhajhar)

8. Dr. S.P. Srivastava (representing Institute of Public Administration, Patna University)

3. Item 1 of the Agenda : Preliminary Remarks by the Chairman of the Executive Council

Shri V.T. Krishnamachari, Chairman of the Executive Council of the Institute, welcoming the President of the Institute to the General Body Meeting, thanked the Prime Minister most warmly for his coming to the Institute and addressing the members. They were very grateful to him indeed for his continuing interest in the Institute. *Shri Krishnamachari* observed that the Institute had had a very successful year. Its membership had increased from 1,220 to 1,660. The Indian Officers' Association in Madras, the membership of which was open to the same class of officers to whom the Institute was open, had a membership of 1,500. There was thus a great scope for increasing the Institute's membership; its every member should try his best to enlist as many new members as he could. The number of regional and local branches too had increased and it was to be hoped that soon there would be one regional branch in every State.

He was sure that the *Journal*, the *Abstracts*, the *Newsletter* etc. received by members would have been found by members very useful. He himself found the information contained in them to be useful, especially information relating to administrative activities in various States. A number of useful seminars and conferences and discussions had been organised—a seminar on Planning, another on Budgeting, on Morale in the Public Services, on Public Undertakings, and so on.

One of the important events of the year was the constitution of the Economy Committee to which reference had been made in the Annual Report. *Shri H.M. Patel* and *Shri M.S. Ramayyar*, the Deputy Director, had gone into the expenditure incurred by the Institute and made very useful proposals, which the Executive Council had accepted. Thanks of the Institute were due to those two gentlemen for the care with which they prepared the report and the time they devoted to it.

During the year, the Institute's School had established itself very satisfactorily. Its Diploma in Public Administration had been recognised as equivalent to the Master's Degree, which

imposed an obligation on the School to maintain high standards in its instruction.

Concluding, *Shri Krishnamachari* expressed the gratitude of the Institute to the Government of India and the Ford Foundation for the financial support they had given and were continuing to give to the work of the Institute. He also expressed appreciation of the good work done by the Director, the Principal, and the Staff of the Institute and the School during the year.

4. Item 2 of the Agenda : Confirmation of the Report of Proceedings of the Fifth Annual Meeting of the General Body held on the 25th April, 1959

Dr. G.S. Mahajani proposed that the Report of Proceedings of the Fifth Annual Meeting of the General Body be adopted. The proposal was duly seconded.

The Report of Proceedings of the Fifth Annual Meeting of the General Body was adopted unanimously.

5. Item 3 of the Agenda : Consideration of the Annual Report for 1959-60

Inviting the attention of the members present to the Annual Report for 1959-60, the *Director* said :

"As a fuller Report, covering the period April 1959 to March 1960, has been already circulated to members, I shall, as usual, confine myself to drawing attention to some of the more important points relating to the activities of the Institute. The Annual General Body Meeting is being held this year in August, rather than in April as was the practice in the past; this change has been necessitated by the change in the accounting year of the Institute from the calendar year to the financial year—a change which was approved by a special meeting of the General Body held on January 17th. This meeting also approved that the date of termination of membership of the Executive Council in a year should be the date of the annual meeting of the General Body and further extended associate membership to persons below 25 years of age who are otherwise eligible.

"The Annual Report surveys all the important developments in the activities of the Institute during the financial year 1959-60. The activities of the Institute in different directions during the year have been mentioned—the *Journal*, the

Newsletter, the services provided by the Library, the progress with research and publications, the lectures delivered under its auspices, the Fellowships awarded, the Seminars and Conferences, the work of the Branches, and finally the training courses and the School.

“There have also been some important developments since April last. I shall, therefore, confine myself to indicating these developments and also touch upon the more important matters mentioned in the Report.

“The total membership of the Institute which stood at 1220 at the end of March 1959, and had increased to 1554 by March 31, 1960, is now 1612. The rise in membership in recent years is a welcome feature. The Institute has now 7 local and 7 regional branches; the two local branches, which have been recently formed, after the period of the Report, are the Shillong and Nagpur local branches, established respectively on April 23 and July 7 this year. The local branches will now be having direct relations with the Headquarters organisation. The activities of the Institute’s regional and local units have generally expanded during the year under report.

“As you are already aware, the biennial elections to 8 seats of the Executive Council were held in June-July last and results of these elections will be announced by the President today.

“Following the consideration by the Executive Council of the report of the Economy Committee, the recommendations of which are dealt at length in the Annual Report, an internal O & M unit has started working in the Institute.

“In addition to the three short-term courses, on planning, budgeting and local government, mentioned in the Report, a second course on ‘Local and Municipal Government, with Special Reference to Cantonments’, for Military Lands and Cantonments Executive Officers, was arranged on behalf of the Ministry of Defence, from April 6 to May 5, 1960.

“Some of the important Seminars and Conferences which were organised by the Institute during the last financial year were on “State Undertakings”, “Public Administration—Study, Teaching and Research”, and “Co-ordination—Its Role in Social Welfare Administration”. The Institute was also in charge, on behalf of the Ministry of Commerce and Industry, of the U.N. Seminar on Management of Public Industrial Enterprises, in the

ECAFE Region, which was held in December 1959.

“It is proposed to hold a Seminar, at an early date, on “The Administrative Implications of the Third Five Year Plan”. As you are already aware, the morning session of the Members’ Fourth Annual Conference tomorrow will be devoted to the examination of this subject. At the afternoon session of the Conference will be considered the issues raised at the Seminar on “Public Administration—Study, Teaching and Research”, which was organised from March 7 to 11, 1960.

“The programme of Foreign Fellowships was continued during the year. Four officers of the Central and State Governments were sent abroad last year. The Executive Council has recently approved of the award of the Institute’s Fellowship to Shri R.N. Aggarwala, Assistant Professor of Politics and Public Administration, Ramjas College, Delhi University, for approximately one year to study public administration abroad. It also approved : (1) the deputation to the U.S.A. of Dr. Jitendra Singh, Research Officer of the Institute, for about one year for advanced study in public administration; and (2) the sanction of leave for one year to Shri Ajit Banerjee, Research Officer, who has been awarded a Rockefeller fellowship for studies at New York University.

“As regards publications, the recent publications brought out by the Institute are :

- (1) ‘Improving City Government—Proceedings of a Seminar’ (September 13-14, 1958).
- (2) ‘Morale in the Public Services—Report of a Conference’ (January 3-4, 1959).
- (3) ‘Delhi Municipal Bus Transport (A Study of Some Aspects)’.
- (4) ‘Aspects of Audit Control’ by Shri Asok Chanda.
- (5) ‘District Administration in India’ by Shri S.S. Khera, I.C.S.
- (6) ‘Training for Social Welfare Work : Courses and Institutions’ by Dr. V. Jagannadham and Shri S.P. Nandwani.
- (7) Proceedings of the Members’ 3rd Annual Conference.
- (8) Report of the Seminar on ‘Budgeting’.
- (9) Report of the Seminar on ‘Public Administration—Study, Teaching and Research’.
- (10) Report of the Conference on ‘State Undertakings.’

The following publications are under print : 'Union-State Relations in India' by Shri K. Santhanam; 'Administration of River Valley Development' by Prof. Henry C. Hart; 'Natural Resources Administration' by Prof. Norman Wengert; 'The Central Social Welfare Board'; and the report of the Seminar (short term-course) on 'Budgeting'.

"The research activities of the Institute have also been expanded. The Committee of Direction recently considered a long-term programme of research and studies. The Committee feels that emphasis should now be shifted from descriptive and analytical studies to those of a critical and constructive character.

"Monographs which are under preparation include those on 'The Indian Audit and Accounts Department', 'The Union Ministry of Finance', and 'The All India Radio'. Shri S.S. Khera, I.C.S., Secretary to the Government of India, Department of Mines and Fuel, is preparing a volume on Public Enterprises in India. Brief studies of subjects like the Audit of Public Enterprises, the Election Commission, Public Service Commissions, the Damodar Valley Corporation, Indian Public Finance, Public Services in India, are under preparation. A volume of documents on the public services, and another of Acts, Rules and Regulations concerning the private sector are expected to be ready in the course of the year, as well as a handbook of Indian administration.

"Shri P.C. Chaudhuri, I.C.S. (retd.), formerly Secretary of the Ministry of Information and Broadcasting, and also of the States Reorganisation Commission, is preparing the draft of the book on 'The Organisation of the Indian Central Government, 1947-57'—a historical and analytical survey—for which a Study Group has been in existence under the Chairmanship of Shri C.D. Deshmukh.

"As regards the School, the Master's Diploma in Public Administration of the School has been recognised by the Government of India for purposes of appointment to services and posts under it; the Diploma is treated as equivalent to a Master's Degree in Public Administration of a recognised University.

"The Second Annual Day of the School was held on July 15, 1960. Dr. K.L. Shrimali, Union Minister for Education, presided and awarded the Diplomas to 17 candidates.

"The third, *i.e.*, 1960-61, session of the Master's Diploma

Course in Public Administration commenced on July 15. Seven students have been admitted in the First Year and 48 in the Second Year. The latter include ten officers, one each from the State Governments of Andhra Pradesh, Jammu and Kashmir, Madhya Pradesh, Madras, Mysore, Orissa, Rajasthan and West Bengal; and two from the Government of Kerala. There are also three officers on leave from the Government of India.

"The School operates a programme of Freeships, Scholarships and Fellowships.

"During the 1959-60 session of the Diploma Course, five Visiting Professors were invited to the School.

"Members will be happy to know that the Institute has become a Group Member of the EROPA. It may be recalled that one of the decisions taken at the Manila Regional Conference last year was that the Indian Institute of Public Administration would become the Training Centre for EROPA, if the required funds could be raised as in the case of the Research and Documentation Centre at Saigon, and the Secretariat at Manila.

"The Institute was represented at the colloquium of the International Institute of Administrative Sciences held at San Remo (Italy) from June 22 to 25.

"The total recurring expenditure during the 15 months from 1.1.59 to 31.3.60 was Rs. 13.11 lakhs comprising of the following major items :

	<i>Rupees in lakhs</i>
Establishment of the Institute Office, Library, Research, Publication Division, and the School	4.75
Travelling and Conveyance	0.16
Seminars	0.68
Fellowship expenses	2.77
Newspapers and Periodicals	0.23
Publications (Journal, Newsletter and Pamphlets)	0.61
Visiting Professors	0.85
Research and Study Groups	0.24

The Capital expenditure in the same period was Rs. 13.91 lakhs comprising of the following items :

Building	10.97
Furniture and Fixtures	01.81
Library books	00.98
Equipment	00.15

“Most of the activities not coming within the scope of the School may be said to have passed their formative stage. But the School was only in its second year during the year under report, and the expansion of its strength and work may reasonably be expected, especially in view of the recent recognition by Government of its Diploma as equivalent to a Master’s Degree in Public Administration. The number of students in the School is now bound to increase; and other training courses like those being conducted for the Ministry of Defence, a Certificate course in the evening, and the organisation of a Training Centre under the auspices of the Eastern Regional Organisation for Public Administration are likely developments in the future. Meanwhile, we have been asked by Hindustan Steel to organise a 4 months’ course for their Junior Officers from November.

“The Institute and its School are grateful to the Government for the recognition of their work; and as I have said earlier, international recognition has also come in the course of the year through the entrusting, to the Institute, by ECAFE and the U.N. as well as by the Government of India, of the regional Seminar, held in December 1959, on the Management of Public Industrial Enterprises. Acknowledgement is also made gratefully to the Government of India for its continued financial support and to the Ford Foundation for the payment during the year of the third instalment of its grant.

“Before I conclude may I say once again how much we are all indebted to the President of the Institute, our Prime Minister, for his inspiration and guidance from time to time. Though we request him to visit us only once a year or so, the fact of his being our President, his ideas and ideals, inspire us continuously to higher levels of thought and action throughout the year.”

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The *President* next invited members to come forward with their comments on the Sixth Annual Report.

Prof. D.G. Karve proposed that the Annual Report for the

period April 1959 to March 1960 be adopted. He pointed out that as many as 30 Universities were already corporate members; only about 10 Universities as yet had to become members. Younger lecturers were finding very beneficial to attend the seminars and special courses organised by the Institute. The Institute’s Fellowships programme had helped to increase the competence both of the administrators and of university teachers and research scholars in public administration who had been sponsored for foreign studies in specialized fields. The public lectures—as many as 27 lectures in the year 1959-60—by selected visiting lecturers and professors on specialized subjects was in itself an achievement.

Referring to the Indian School of Public Administration, *Prof. Karve* emphasized that it was yet to grow to its full stature. It was really not very difficult to go on increasing the number of students; however, it was not the number but the quality of the training imparted which ultimately must decide whether the School was being run competently or not. The School was not primarily meant for supplying ready-made material for government service. If some of the university lecturers who came to the School went back better equipped as teachers and scholars of their subjects, the School would have had justified itself.

The Institute was constantly watching its own steps and evaluating its work; and it had during the last 15 months a fairly satisfactory and an encouraging record of work which would commend itself to all the members of the Institute.

Shri Parimal Y. Mehta seconded the proposal.

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A member enquired about the basis on which assistance had been given to regional and local branches, and about the total grant given to the Bombay Regional Branch.

The *Director* replied that all requests from branches for financial assistance for holding a seminar or discussion or undertaking a research project were carefully examined in detail in the context of the Institute’s over-all resources; the grant to a branch usually ranged between Rs. 2,000 and Rs. 4,000. The grant mentioned in the Report as given to the Bombay Regional Branch was not the total amount made available to the Bombay Branch. In the past year, Institute had been paying to the Bombay Branch about Rs. 5,000 a year on the ground that the

Government of Bombay State was extremely liberal and had given an equivalent amount to the Branch every year.

Shri Shanti Swaroop proposed that the provision for the co-option of the Vice-Presidents of the Institute in its constitution was not democratic and should be removed; all the members of the Executive Council should be elected. He repeated the objection he had raised at the time of the Special Meeting of the General Body held on Sunday, the 17th January, 1960 that a meeting held on a closed holiday was not in order, which had then been over-ruled by the Chairman. He suggested that legal and judicial authorities might be consulted in the matter.

Shri Shanti Swaroop further observed that while the financial year had been changed from the calendar to accounting year, the date for paying the subscription for eligibility to vote remained the 15th of February which was hardly fair. A change to a later date for paying up the subscription would result in an increase in the number of members eligible to vote at the biennial elections. He complained that his suggestion to this effect at the last General Body had not been paid any attention. While the report mentioned the total membership as on the 31st March 1960 at 1361, the electoral roll showed only 402 members. The fact that 959 members were in arrears did not redound to the credit of the Institute and underlined the need for the change of the date for paying up annual subscription from the 15th of February to something like the 15th of July. He suggested that all the literature published by the Institute should be given free to members.

The *President* remarked that an annual General Body meeting was not the place to put amendments to the constitution of the Institute as had been done by *Shri Swaroop*, nor for considering routine matters which fell with the domain of its Executive Council. Some of the suggestions of *Shri Shanti Swaroop* appeared to be good but all the same would require detailed examination by the Executive Council which was the proper authority to be addressed in the matter.

The *Director* explained that the discrepancy between the total membership and membership on the electoral roll was due to the rule that the members who did not pay subscriptions by February 15 every year were not entitled to vote in any elections for that year. As regards the arrears, these were being

fairly well paid. In all similar institutions members paid up before the end of the year or early next year. Rs. 1,000 had been received from members in arrears on the day of the Sixth Annual General Body Meeting. The *Director* further supported the appeal made by *Shri Swaroop* to members to pay their subscriptions quickly.

Shri Manohar Lal Sahdev enquired why it was essential to prescribe the 15th February as the date for paying subscriptions for being eligible to vote when the date for payment of subscription for acquiring the membership benefits was the 31st March of a particular year.

The *Director* said that the suggestion made by the member in regard to having a later date than the 15th of February for eligibility for voting was a useful one; it had been considered informally in the Executive Council but it was found that it would require an amendment of the Rules of the Institute to give effect to it. As the Annual Meeting had been changed from April to August, he hoped it would be possible to consider whether the date for paying subscription for qualifying for membership on the electoral roll could be made as late as the 31st of March. On the other hand, it was not desirable to have membership extended up to the time of voting because it might lead to certain undesirable consequences which were usually avoided by similar rules in other institutions.

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Shri Parimal Y. Mehta felt that the purpose of the Institute had generally not been fully appreciated. Members by and large were not interested in getting the returns of Rs. 25 back in the form of books and other literature given to them free of cost. The Institute was meant to be a forum for discussion and research on administrative problems and ought to be looked upon as such. Steps should be taken to explain widely to the public, through articles, advertisements etc., the main purpose of the Institute, namely, opportunities to meet together in groups all over the country and once or so annually in a general assembly, and secondly, to conduct a long-term programme of research on fundamental administrative problems facing India's democratic, socialistic and welfare state.

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The Sixth Annual Report was adopted unanimously.

6. Item 4 of the Agenda : Consideration of the Balance Sheet and the Audited Accounts for 1950-60

Shri P.R. Nayak proposed that the Balance Sheet and the Audited Accounts for 1959-60 be passed.

Shri N.H. Athreya seconded it.

The Balance Sheet and the Audited Accounts for 1959-60 were confirmed unanimously.

7. Item 5 of the Agenda : Election of the President of the Institute

Shri Gurmukh Nihal Singh proposed that *Shri Jawaharlal Nehru* be elected the President of the Institute for the year 1960-61. *Shri Shri Ram* seconded the proposal.

Shri Jawaharlal Nehru was declared elected as the President for the year 1960-61 unanimously.

8. Item 6 of the Agenda : Appointment of Auditors for 1960-61

Dr. K.N.V. Sastri proposed that *S. Vaidyanath Aiyar & Co.* be reappointed as Auditors for 1960-61. The proposal was seconded by *Prof. S.V. Kogekar*.

The proposal was passed unanimously.

9. Item 7 of the Agenda : Announcement of the Results of the Elections to the Executive Council

Announcing the results of the biennial elections to the eight vacancies on the Executive Council held under Rule 14 of the Rules of the Institute, the *Director* declared the following as elected :

Shri C.M. Trivedi, Member, Planning Commission.

Prof. D.G. Karve, Vice-Chancellor, Poona University.

Prof. N.K. Sidhanta, Vice-Chancellor, Calcutta University.

Shri H.M. Patel, I.C.S. (retd.), Chairman, Charutar Vidya-mandal, Vallabh Vidyanagar.

Shri D.L. Mazumdar, I.C.S., Secretary, Department of Company Law Administration, Ministry of Commerce and Industry.

Shri G.C. Singhvi, I.P.S., Assistant Inspector-General of Police, Rajasthan.

Shri D.S. Joshi, I.C.S., Additional Secretary, Ministry of Commerce and Industry.

Prof. M.V. Mathur, Head of the Deptt. of Economics, University of Rajasthan.

10. Item 8 of the Agenda : Annual Essay Prize Distribution

In pursuance of the award given by the committee of judges appointed by the Institute to adjudge the essays received for "I.I.P.A. Essay Competition, 1959-60", the President of the Institute, *Shri Jawaharlal Nehru*, distributed the second prize of Rs. 500 to each of the following :—

1. *Shri P.R. Dubhashi*, I.A.S.,
Director of Youth and Deputy Development
Commissioner, Planning and Development Department,
Government of Mysore, Bangalore.
2. *Shri R.K. Jain*, Lecturer in Commerce, G.S.
College for Commerce and Economics, Nagpur.

11. Item 9 of the Agenda : Any Other Business

Commenting on the Institute's programmes of instruction and training of officials and non-officials, *Shri J.G. Batra* pleaded for a greater emphasis on the training of officers already in Government service. The Institute might even consider the starting of evening classes for government servants.

The *President* remarked that such suggestions should have been made at the time of the discussion on the Annual Report; he hoped, however, that they would be considered by the Academic Committee of the School.

12. Item 10 of the Agenda : President's Address

Addressing the General Body, the President, *Shri Jawaharlal Nehru* said :

First of all, allow me to congratulate you on this new phase of your existence in this new Hall. It is very spacious and it is not only good for you but good for Delhi which hungers after Halls all the time. You cannot get them.

Now, this meeting of yours is more or less an official Annual Meeting. Nevertheless, in the remarks made by the Chairman and by *Prof. Karve*—I am only rather a showpiece in the Institute—and by your publications, I gather something of the work that is being done here.

I have a feeling that while, no doubt, people may make

suggestions for improvement and additions and all that, basically this Institute is performing an important function. After all, administration, and more especially public administration, is always important, but it is doubly important in the India of today. The administrative apparatus is growing. It is important because of the new types of activities which have to be undertaken. It is important that some kind of a rein should be put on the administration not to grow too much. There is always a tendency to grow. It has become so, as you very well know from all this talk about Parkinson's laws, etc. There is a great deal of truth in them. It is amazing how administration grows. I think it does require constant check. But, after all, in a modern State, and in every State, but in a modern State especially, the administration—the question of its efficiency and the way it does its work, its quality—is of extreme importance; and, therefore, Prof. Karve laid stress on quality. There is no point at all if you had thousands of people attached to this Institute but there was no quality in them. Even a relatively small number of people of quality can set a tone and I think the main object of this Institute is to raise standards in administration and set tones. My impression is that it is doing that. They may do it better still, but anyhow it is doing that to some extent. I do think it is important, and it is important not only in the sense of the normal administrative work that has to be done, but in the fact that in India we are spreading out in social domains. Administration spreads out to public enterprises in a big way and raises entirely new problems—new aspects of the old problem, whichever way you like to put it. That applies even to private enterprise, but private enterprise deals with it in its own way.

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Here in public enterprises, we come up against a certain inevitable inertia of the governmental apparatus. The inertia of any large undertaking tends to make it rather static. An inertia at this stage in India is obviously very bad. Therefore, in seeking what might be called, if I may say so, perfection in administrative routines, we often miss, or may miss, the object that we are aiming at.

Take the Government of India, which has, I do not know how many, manuals of procedure, which some very highly talented people may understand, but most people do not. What

are those manuals of procedure meant for? Apparently, I may use the word, perfection in administration. Ah! there must not be a mistake here, check, counter-check, references and all that. This is all well-intentioned but if that results in the thing not being done or a great delay occurring in doing it, then the main thing is gone, in spite of the perfection aimed at. Now that is a great difficulty which any public concern has to face. That is, curiously enough, the average administrator, not the special one, goes by precedent. He has to. Precedent has to be there and wherever precedent is the dominating factor, conditions are looked upon as static. Therefore, movement is slow and responsibility is spread out over anonymous individuals. That I think is a very important aspect for everyone of you, who is connected with administration, to consider, *i.e.*, what your objective is. Is your objective the writing of a book or a fine manual of procedure, as to how things should be done, with as near an approach to perfection as possible? Or whether your objective is to get the thing done, no doubt correctly, otherwise there will be trouble?

What is the objective? For instance, even in the Planning Commission's reports, it was said so much money had been spent on this or that. It was an indication, no doubt. But a far better thing would be what has been done and not how much money has been spent, as the money may not have been well spent, may have been wasted. Here, some ridiculous examples come to mind. I am not referring to the Planning Commission but to State Government reports which say that there has been so much money spent on roads. Actually, some of the roads may not have been built at all. But this is a silly example. It is not the usual thing. But the point is a shifting of our attention to things done, not so much to what we have spent upon them, not so much even, although it is important, to the manner of doing them, but to the thing done. That is the real basis, the basis of performance.

I believe that in industry more and more wages, or whatever is paid, become tied up with what is done. How much a person works, he gets paid according to that, which is a very good approach. It is a fair approach to all concerned. It is not a particularly easy matter to have this kind of test for an administrator. You cannot measure his work easily. Nevertheless, I think an effort should be made to measure to some

extent, to know his performance in different things. Or, at any rate, the objective to be kept before us should always be what is done, not what is written about. Then again, if you have an objective, it is not merely a question of the particular thing you do, although that is important, but the broad objectives that the administration pursues. Everything else has to be fitted into them.

What are our broad objectives? The broadest of all, you may say, is, I believe, the socialistic structure of society in India. In order to attain that we have to go over innumerable difficulties and all that. It is true, and we have all the time to compromise with those difficulties, because we do not write on a clean slate. Human society is a very complicated thing. But it does become important that that objective is always kept in view and governs our thinking and our activity. We may have to temper our activity or tone it down because of some circumstance beyond our control. That is a different matter but the objective has to be kept in view so that we are going in its direction. We may go fast and occasionally we may go a little slow.

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No administrator, I suppose, or anyone else for the matter of that, can really do first class work without a sense of function, without some measure of a crusading spirit: 'I am doing this, I have to achieve this, as a part of a great movement in a big cause'. That gives a sense of function, not the sense of the individual, narrow approach of doing a job in an office for a salary or wage, something connected with your life's outlook or anything, perhaps being interested, as people inevitably are, in one's personal preferment in that particular work. I do not say it is a bad thing to be interested. One is always interested in oneself and cannot get rid of it. Nevertheless, the main thing should be this sense of function in one's job, and how we fit in that for the larger objectives you place before yourself: whether you are a public servant or a professor in a university, whatever it is, if you have got that, then you get a certain special halo around you, if I may use the word, which takes you out of the common rut and your work also gets an element of distinction because of that. So we must, therefore, aim at this: having a clearly defined objective in a well-run machine, anything, an administration or a factory, or something else. By their own impetus they go

on and on. They go on because the machine is working and good administration gets that kind of impetus. But apart from that, where you are tackling new problems and the administration is growing, that old impetus is not quite enough. It is helpful, very helpful. But you have to supply a new drive all the time and that drive only comes from a clearer understanding of objectives and some measure of associating it with your function, if I may use the word again.

Now, in India, we are facing, constantly as you see, quite extraordinary difficulties: difficulties normally outside the scope of the administrator's work. We may have trouble over the language issue; trouble in Assam, Bengal, Punjab or elsewhere. We may have trouble over something else, which really comes in the way of the normal work one has to do in the country, coming in the way of administration and everything. It is unfortunate because they divert attention from the real work. The real work in India, in spite of all this about which we see headlines in the newspapers, the real work fundamentally is this: the implementation of the five year plans. Planning is a comprehensive scheme with a set of objectives and the ways pointing to those objectives, and broadly speaking, it may be said, that it has been accepted in India. Criticism may be directed to some parts of it, some emphasis here and there. Something should be done here, something else should not be done. That is a different matter. But the broad approach to planning, as in the past plans, and also in the third plan, is, I believe, very widely accepted, and not only accepted in India—and this is rather a new phenomenon, if I may point it out—it is accepted outside India by people who are not necessarily partial to us at all, who are objective critics: who may even be sometimes slightly unfriendly critics of our policies, but who try to look upon it objectively; and this is, as I said, a fairly new development, because these people have come here from other countries, looking at it as experts. I am not talking about tourists, but men who have come to examine this, men who in their own countries follow different policies, and they have come to the conclusion that, broadly speaking, this is the only approach in India. It is rather an interesting aspect of this, because our approach has been not only conditioned by the objectives we seek to attain, but conditioned also by the objective conditions that surround us. It is not a doctrinaire approach,

putting down all the things we like to happen. Therefore, the objectives are fairly clear. Although they are clear, I do not myself know whether that fact is adequately recognised by the average man or woman, and it should be our function to make everybody realise that these are our objectives and to make everyone measure any problem that arises from the yardstick of these objectives. That I think is rather important.

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When we talk about public administration we think mostly of the higher ranks of the public administration, which is inevitable. They set the tone. But, I think I mentioned it last year too, how important it is to think of administration at the lower levels, in terms of persons there, because there is, I believe, a big gap between the quality of the higher levels of administration in India and the lower levels. There should not be that gap, and we should try to improve the lower levels too, and make them feel that they are not some kind of people outside the ranks of the elect. This is, of course, unfortunately due largely to two things in India: our own fault largely, and the fault of the British.

Whatever we may say, we are so caste-ridden, and not caste-ridden in terms of caste only, but in terms of other things: group-ridden consciously and very often unconsciously, so that it is difficult to get out of it. The British introduced in the Services this caste feeling—the superior services, the inferior services, the I.C.S. and all that; and nothing could have been a more rigorous, narrow-minded, though may be efficient, caste than the old Indian Civil Service—with steel walls surrounding it—and the others were kept down. That is a bad inheritance which we have got. It is going, of course. It is far less than it was. Nevertheless, this tendency of official caste, if I may say so, is there. It is a bad thing, not only in the sense of the machinery of government where one part of the machinery imagines that it is the most important part—a bigger piece of iron and steel—and the other part is only a bolt. It is a wrong idea. The whole thing has to be considered as a whole. An individual person, who thinks himself as an individual and not as a part of a link in the whole machine, does not get the correct perspective.

What is more important is, whether you are in the higher ranks of the administration or the lower ranks, you have to deal

more and more with the mass of hundreds of millions of the Indian people. That is of vital importance and the problems that you have to face cannot be resolved, by and large, by official orders from your officers. They have to be resolved by those hundreds of millions, and you have, therefore, to develop the capacity to move with those millions, get them to move and move yourself.

In any State, ultimately in any democratic State, if it is properly developed, or in any public welfare State, you have to remove the barriers between the administration and the so-called administered. The ultimate way to remove them is to make the administered themselves administrators. I want you to think of it. Large sections of people should become administrators in some form or other, in some sphere or other. Whether they are administrators in the village or in the higher spheres, whether they are Panchas in the Panchayat, they are administrators in a particular field. And this association of ever larger numbers of people with the administration of the country—the breaking down of the barriers between the administrators and the administered, and at the same time giving everybody a sense of working for common causes—is a good thing, good from many points of view. I think that one of the biggest changes that has been taking place in the past year has been this conception which is often referred to in most unmusical words as “democratic decentralisation”. I wonder why we cannot find some other word. Of course, in Hindi we call it Panchayati Raj, which sounds much better. I have no doubt about that. It is spreading administration to hundreds of thousands of persons in the villages. That is administration. So don't you imagine that an administrator is only the person who has got a degree from a university and who has a post somewhere, or best of all, he has had a special course here in your School? The Panch is an administrator. Every member of the Panchayat is an administrator in a particular sphere, and he should be recognised and respected as such.

Apart from the theory of what I am saying, practical conditions are going to compel you and me, and all of us, politicians and others, to do that in the future, because, I think, the basis of our politics is going to be powerfully affected by the spread of what is called Panchayati Raj. The people are becoming conscious of its implications. The Panchayats, the Panchas, are not

silent spectators. They are not the people running up to the Deputy Commissioner or the District Magistrate to say "Do this, do that for us". They have to do it themselves. They have got the responsibility. It makes all the difference. They may make a mess of it here and there. Higher people in higher grades of life also often make messes of life. They have to face that. That is the only way and I think it is a tremendous thing. Therefore, I should like you to keep in view that your administration is something with which millions of people in India are associated and they should have a sense of being associated in doing things in every village. It is highly important.

Then about the human approach in administration. Inevitably, administration—of course parts of it, especially in secretariats and the like—is apt to become cut off from the human side. It is not cut off if you are a District Magistrate; you have to deal with the human side all the time. But if you are sitting in offices in the secretariats, you are apt to be cut off. Again that is bad at any time. But in a dynamic and moving society where you have to move and move along with masses of people, it is very important to have the human approach. I do not know how any school can teach you the human approach; it is something outside the element of school teaching. But, nevertheless, it is important to draw attention to it because the most competent of administrators may be a flop if he has not got that human approach today. I have seen it happen in some departments at work, and I have seen that repeatedly: very good administrators just cannot get on because they have not that human touch. That becomes important.

Finally, this business of telling people that you have to do this or that is not enough. You have to do it, of course. We had, this morning, a conference dealing with, what is called, public co-operation. That is, bringing the public into our major schemes and all that. I asked the question: "public co-operation with whom?". Is it the idea behind that appeal for public co-operation that the administrators are the centre of things and the public should co-operate with them? That is a wrong idea or approach. We may be in important positions. We may be able to tell the people what to do. That is another matter. But to tell the people to come and co-operate with the administrators is not the right approach. The correct approach

is that the people are the centre of things and we are going to help them, this is a psychological approach; but not that we are the centre, we the administrators; that we the Government, we the Ministers, are the centre of things and out of the goodness of our hearts we are doing good to the public. "Let them co-operate with us"—that is not the approach at all which goes down with anybody. Therefore, it is a psychological thing, the administrator's approach. It should be a humble approach and it should always treat the person—whatever he may be, the peasant, the villager, the worker—on terms of friendly equality, never as a boss. This kind of thing has gone now. It does not pay. More than that, and I tell you, in cases where you have to deal, let us say, with some of our primitive tribes, the policy only that goes down with them is one to treat them as equals. The moment there is even a suspicion that you consider yourself their superior, your influence on them goes and if by any chance you show the slightest element of, what shall I say, contempt for their way of life, it is bitterly resented.

There is a very well-known instance. I think it was in the North-East Frontier Agency, or somewhere there. Long ago, I think it was in the late 19th century, a British officer went there with a platoon and all that and many people, and those 'frontier' people, came to receive him. They did not know who he was. Still they received him in a friendly way. This officer was foolish enough to make fun of some of their customs. He laughed rather slightly contemptuously. That night the officer and everybody who had gone with him were slaughtered just because of the insult the 'frontier' people felt—the feeling that "This man comes to interfere with us". This was, anyhow, an extreme example of a primitive people reacting. Therefore, there are strict injunctions today to any administrator who goes to such regions to treat their people always as equals, be respectful to them and to their customs, never to show that you are superior to them. That may be so there. But it really applies in your dealings with anybody, of any class, grade or degree. If I may say so, and I say so with some hesitation before teachers and professors, it applies even to children. Treat them as equals, your own child, and you will find a better response. Of course, the bond between children is an intimate bond of affection. But, nevertheless, this business of being superior and inferior,

this approach, should go. Some people are superior in mind, of course, or in body, or in many things. It is a fact. Therefore, they are given greater responsibilities. But from the human point of view and from the point of view of getting things done by others, there should be no exhibition of superiority in the human approach.

In the India of today, the administrative system should be, and to some extent is, of course especially in the Central Services, a unifying agency. It is very important because there are so many destructive tendencies. Our army is a tremendous unifying agency. Our men in arms come from all over India; they work together, they get to know each other and they function in different parts of the country. The administrative services—all of them to some extent—, and more so the all-India administrative services, have to play their function of helping in this unifying process, which is so important.

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13. The meeting was followed by an At Home.