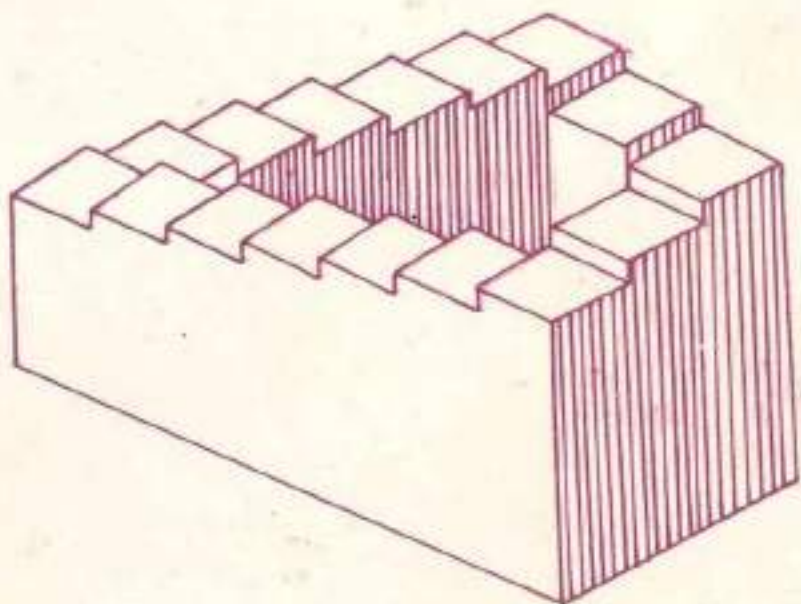


RESPONSIVE ADMINISTRATION

SAHADEVA SAHOO



The Responsive Administration

Sahadeva Sahoo

Indian Administrative Service

NABA MADHUBAN

Dedicated to my wife

Sumitra

who finds that some people thrive better doing things in their own ways than following text book type of therapies.

It is also dedicated to the numerous administrators at all levels of government who make government work without expecting any favour from the political managers.

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Cover design : *the ever descending stairs* that administration today has become. Adopted from a drawing in *How We See What We See* by V. Demidov, Mir Publishers, Moscow, 1986. The trick is due to the angle from which we view and the perspective convergence, says Demidov.

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A few words from the author

In the pursuit of a better life and greater happiness, people are becoming conscious of their rights and anxious of availing maximum of opportunities from the government. While the more conscious want wholesome development, others want a comfortable living. In either case they demand immediate delivery of benefits and services. As democracy becomes universal and people get to know how other democracies fare and by comparison estimate what are rightfully their dues they demand them, and they demand them in adequate measure and without delay. As news leak that while the country exhibits all characteristics of a backward economy the political and permanent elements in the government join their hands together in pocketing huge sums of money in the name of selecting suitable contractor or entrepreneur, not only to do government's jobs but to bring in foreign capital for their own enterprises. And the unit in these kickbacks is not thousand or million, it is in billion. Certain ministry's involvement reveals such dimensions as would finance a full five year plan of a State Government. Naturally people demand explanations from the government why the guilty are not brought to books and money squandered is not recovered from those white collar thieves.

They in fact are asking for a responsive and effective administration. Transparency, accountability, responsiveness and effectiveness - these are now the catch words. The 13 party government that came into being following the 1996 general elections is composed of regional parties who think people are tired of scams indulged in by leaders of national level parties, sure of their majority and therefore of their impunity from public censure. No wonder, there has been a renewed emphasis on responsive and effective administration. It is evident from the tenor discussion at the plenary session of the Conference of Chief Secretaries on "An Agenda for Effective and Responsive Administration" on 20th November, 1996 at Vigyan Bhavan, New Delhi. The country has seen a second Prime Minister in the 13 party formulation and the popular demand and

mood for an Effective and Responsive Administration has not its momentum. As a step in that direction the central government is setting up computerised 'facilitation counters' at the offices of various ministries and central agencies across the country and the Prime Minister has an anti-corruption cell in his office. It is not the cells or counters but the men and women behind these counters who will facilitate resolution of people's difficulties. This calls for a reorientation in official attitudes which can alone set the pace for a responsive administration.

I have ventured into this compendium of articles on a subject which has generated a public debate over the last few years. The articles I have included here have grown out of my lectures as a guest of the faculty of the Gopabandhu Academy of Administration, Bhubaneswar, (one, namely on Time Management is from my lecture at the Ranchi Centre of the Management Training Institute of the Steel Authority of India Limited). The articles and lectures have been updated. As the whole world and therefore the world of administration is changing fast, a good many postulations made at the time of conception do not hold good at the time of delivery. To that extent the contents may have to be modified with suitable contemporary examples, but the substance would remain unaltered.

I would nevertheless seek the benevolence of my readers and request them to bring to my notice any suggestion they have in improving this book into a better compendium for the students and practitioners of public administration. 📖

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An Agenda for Effective and Responsive Administration

Record Note of discussion at the plenary session of the Conference of Chief Secretaries on "An Agenda for Effective and Responsive Administration" on 20th November, 1996 at Vigyan Bhavan, New Delhi.

2.1 The Cabinet Secretary initiated the discussions and urged that the discussions cover the entire range of public services and not just the generalist civil services and look at their relations with the politicians, the public, different interest groups etc. This covered many issues : Firstly, effective and responsible administration postulates the need for transparency of procedures and decision making and reversal of the theme of secrecy, at public contact points including the police, as opaque procedures result in harassment and scope for corruption. Secondly, there is a need to work towards at least the beginning of a citizens' charter for delivery of public services associating the public with its formulation and spelling out the citizens entitlements under the charter like most democracies in the World have. Thirdly, it is necessary to instal an appropriate machinery for redressal of public grievances and make it work, to dispel the common perception that officials are not accessible and complaints of the people are not attended to. Fourthly, there is need for judicial reforms and for providing access to simple and inexpensive justice. Fifthly, a formalized charter of ethics at all levels of the civil service and civil service code would considerably facilitate accountability and responsiveness of the administration to the people. This should be accompanied by political agreement on measures to ensure stable tenures of officers at all levels, and objective and transparent systems of placement and promotion. This would benefit the people as much as the public services.

2.2 He drew attention to the three dominant issues highlighted in the Discussion Note circulated earlier to the participants and invited feed back from the state government representatives and officials of the government of India, indicating possible directions and practical measures for furthering the reforms process.

The dominant issues highlighted in the Discussion Note were:
i/Responsive Administration

1. How to ensure a responsive administration accountable to the people and capable of effective redressal of public grievances;
2. How to clean up the civil services from within by various measures of internal organisation and amendment of rules, and
3. How to make the civil service more committed to the principles enshrined in the Constitution.

The following participants took part in the discussions that ensued:

S/Shri S.C. Behar, M.L. Mehta, Dr. M. S. Rajajee, K.S.Rao, Dr. N. C. Saxena, B.R. Prabhakara, D.K.Afzalpurkar, K.Padmanbhaiah, H.K.Dua, Dr. D.C. Misra, K.A.Nambiar, R.K. Anand, Ashok Jaitly, R.V. Jaikrishnan, Dr. G. C. Srivastava, V. Tulasidas, Anil Razdan, S. R. Sharma, A. K. Venkat Subramanian, Pranab Ray, A. K. Majumdar, T. K. Kamilla, H. Jallshyam, Ashok Bhatia, Dr. V. K. Agnihotri, Smt. Kiran Aggarwal, Smt. Sarla Gopalan, Shri Arvindz Varma and Dr. P. S. A. Sundaram.

2.4 The following points/ideas emerged during the discussions:

2.5 Responsive administration

2.5.1. At the outset, there was a common agreement that the issues of accountability, transparency and cleansing the services were inter-linked inextricably. Responsive Administration in the delivery of services rests on external and internal accountability. Accountability and delivery of service is more effective when the civil service is not prone to corruption, and gains edge where there is openness of information to the citizen and transparency of procedures. The performance of the public services has to be within the confines of the constitutional framework of secularism, equality, impartiality, social justice, attention to the needs of disadvantaged sections and above all within the rule of law. Responsive and empathetic administration has assumed urgency in the wake of judicial activism, a large part of which can be attributed to the failure of the executive branch of governance, erosion of people's confidence in present

systems of grievance redressal, and popular frustration with delays and corruption. Part of the problem was because of the increased complexity of government and the overlaying of new tasks on a traditional administration.

2.5.2 Responsive administration would be considerably facilitated by the convergence of service on the citizens and beneficiaries at the local level, and single level dealings with the beneficiaries in rural and the urban areas. However, the Departments and public agencies have generally been reluctant to give up their vertical control. In one State, instructions have been issued that any inspecting officer should look at the working of all the departments at the village level during field visits and report to all of them. There are also examples of task oriented teams for projects. It was also felt that the anonymity of the civil servant should not detract from their external accountability.

2.5.3. There has also been great resistance to delegate to lower levels of administration or lower tiers of government both at the political and civil service levels, with the result that a large percentage of the work done in the Secretariat need not be done there at all. The Ministers prefer to deal with details and service matters, as these are seen as levers of power.

2.5.4. Problems have sometimes arisen regarding the accountability of the local official whether it is to the elected representative or the superior officer; whether it is to the procedures or to the result. Accountability to the people and the traditional civil service neutrality may not also go together always. It was pointed out that the very short tenure of elected representatives creates pressure on officials at the district and Secretariat level, and the pull of legislators to shift officials around.

2.5.5 There is need for accountability for redressal of grievances designated areas at all District and Sub-District levels. Systems for independent external assessment of accountability especially for the police and service organizations, through public spirited people would restore credibility to the responsiveness of the system. Reference was

made to the proposed Commission for Grievances and Police Grievance Commission in Delhi and the need to give more teeth to ombudsmen.

2.5.6. One state has reduced the contact period of citizens with officials such as one time licence to mandis, or 20 years licence for shops. To weed out dead wood which retards responsiveness, one State has introduced computers (in police stations, and being extended to other departments). The data base of complaints received, response time, resultant action taken etc. built over a period of time is a very useful tool for performance assessment and weeding out the inefficient and the corrupt. Similarly, in the Andhra Pradesh Secretariat, the Secretaries of the Department have an inventory of all the files of their Departments on the computer, and are able to monitor their movement. This enhances the prompt disposal of all pending files and quick decisions concerning the people. It is necessary to introduce norm-based performance appraisal, and norm based decisions on service delivery and location of facilities.

2.5.7. Transparency and openness in Government are important, especially for public dealings like allotment of land and immovable property, system of assessment, levy and collection of various taxes and charges, award of tender, supply of goods and services, construction works, identification of beneficiaries under various Government Schemes, publication of scores for admission to colleges and recruitment, and delivery of civic services. The right to information and access of citizens to details of expenditure, etc. are however, hindered by restrictions contained in the conduct rules and other regulation which have to be amended. The present practice of publicity oriented selective release of information to the public has only resulted in erosion of public confidence in Press releases.

2.5.8. To ensure transparency in the day to day operation of the Government, one State Government has made it mandatory that all developmental projects should have bill boards at the project site indicating the cost of the project, physical and financial progress, benefits expected to accrue from the project, expected date of

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completion, etc. Another State Government had decided some years ago to throw open Government files and papers for public inspections on payment of a fee, except those concerning security. These deserve to be studied and replicated in other states.

2.5.9. A suggestion came up that there should be a grassroot survey of what people want and at what cost, so that delivery of services takes on the colour of a Contract.

2.5.10. It was brought out that accountability could be made sharper if the appointing and disciplinary authority was not more than two or three steps higher than the field officials, and nearer to the scene of action. Presently the concerned authority is too remote to act effectively or consider the problems of both the people and the functionary. The functionary's assessment should be based on outputs related to public satisfaction such as detection of thefts and restoration of property by the police, sanction of building plans, handing possession of houses with services etc. Particular attention needed to be given to the orientation and training of the staff at the counter and cutting edge level, their motivation and incentives. There could be accountability centres at various levels of government matched by parallel delegation.

2.5.11. There was a detailed presentation of the concept of citizens' charter by the Secretary, Department of Consumer Affairs. He also referred to the need for greater attention to the implementation of laws to protect consumer interests. There was considerable support for a phased introduction of a citizens' charter in the existing service institutions once the concept was understood by officials and the implications elaborated in guidelines, department by department to pinpoint the citizen's entitlement to public services of assured quality timeliness and cost. The collaboration of consumer organizations and citizens' groups in this endeavour was to be invoked. It is to be seen basically as a promise made by each public dealing department to users voluntarily consistent with the resources available and field constraints, characterised by the features of exit, voice and capture.

2.5.12. It was made clear that majority of officers including field

functionaries continue to display high commitment and talent, and it was important to preserve their morale. A view was also expressed that not all officers are corrupt and not all systems wrong. However, at the cutting edge dealing with the customer there is often lack of discipline and bad behaviour and little motivation. Training to impart the skills on the job, attitudinal changes and motivation could help counteract this. It was also brought out that States do not give much importance to training even when they have access to training facilities provided by the Government of India and state governments. The training in District Administration has to be catered to at all levels. It was possible to take up pilot projects in all states and the Centre to develop model offices in responsive administration, use of information technology etc., and build on these successes.

2.5.13. One State reported that, in order to give teeth to the grievance machinery, teams of officers belonging to the concerned departments, go over to every village, with the grievances of the villagers classified beforehand into individual grievances, community based grievances and these grievances which are beyond the capacity of the grievance machinery to redress.' The system is computerised. For individual grievances the local official is given two months for redressal. The community based grievances are redressed based on availability of funds. The effectiveness of the redressal machinery would be self evident from the reactions of the villagers, when the team goes on its next visit to that village.

2.5.14. Responsive administrations should not degenerate into populist doling out some money or other or some favors here and there, leading to bad financial management. Long gestation projects, like in the infrastructural sector, should not be given short shrift in favour of short term requests and officials being judged on this basis. The over-staffing of public services has to be arrested as the demand for filling up posts, if conceded, could only lead to a situation where the revenue generated would equal the salaries, leaving nothing for development. The right sizing of government should be co-related to identification of core functions weeding out programmes that have outlived their utility, corporatisation of some functions and flexible

staff policies.

2.5.15. Sustained publicity through the printed word and audiovisual media about the citizen entitlements under the various government schemes and participation of people in making decisions in programmes affecting their lives meet part of the need to move towards a people centered administration. It was felt that it was necessary to move towards Right to Information, provided it was properly spelt out in consultation with the legislators and the people, and incorporated safeguards to project genuine secrecy requirement of government. One state has drafted a Bill for Right to Information.

2.5.16. Repeated references were made for legal reforms and the access of citizens to quick and cheap justice, concurrently initiating steps for amendment and simplification of the concerned laws and time consuming procedures and obsolete legislation to ensure single and speedy procedures. There are a number of laws militating against the interest of the poor like the laws relating to collection of minor forest produce. They have to be amended quickly. Lok Adalat has been a useful mechanism for people who would otherwise not get the benefits like land allotment. Judicial reform should also include the replacement of archaic, colonial language that the common citizen cannot understand and replacement of obsolete laws.

2.5.17. The assistance of the media has to be enlisted to help in administration being responsive by highlighting areas where intervention is required. Even though in some instances, the state and local press are prone to make unsubstantiated allegations against the local administration, it would be prudent not to treat the media as an enemy but to utilise its potential in enhancing responsive administration.

2.6 Cleansing the civil service

2.6.1 It was felt the elimination of corruption in the Civil Service has to be tackled through the three stages of prevention, surveillance and deterrent prosecution. The nexus between criminals and

unscrupulous elements in the executive has to be ruptured.

2.6.2 Mandatory disclosure of information relating to developmental schemes and approvals, the transparency of procedures relating to the services rendered by the State like allotment of land, licences, levy of tax, tenders for construction, goods and services, positive collaboration with voluntary organizations and community organisations in delivering services etc. would constitute preventive steps, including the reduced scope for discretion and secrecy by regulatory changes at all levels. A review of decades old conduct rules should take into account the demands of preventive vigilance.

2.6.3. Various service rules could be reviewed to ensure compulsory retirement of officers of doubtful integrity at any stage during their career. While as a class, civil service has performed well, a small but increasing fraction has been disloyal to the tradition of integrity and probity. Fresh ground rules will have to be laid down for this purpose including changes in recruitment procedures.

2.6.4. It was pointed out that the Annual Confidential Report (ACR) system and Departmental proceedings have failed to have the desired effect in terms of incentives and deterrents. It was noted that an official who advises financial procedure and greater attention to asset maintenance is not necessarily less efficient or committed than one who pursues glamorous new investments. The initiation of departmental proceedings involves huge delay and effort, and fail in the intended deterrent effect or punishment of the guilty. For the innocent, delayed completion of proceedings or vigilance clearance is traumatic. The existing procedures for departmental enquires and vigilance proceedings should be thoroughly revamped. Rules and legal provisions should be amended to enable immediate and exemplary prosecution and removal of corrupt officers without recourse to protection from any source. The political executive should lend their full support for these actions. At the same time honesty and good work as well as innovative actions in the people's interest should be rewarded and publicised. Elimination of corruption requires the

concerted efforts of politicians, public services and all stakeholders in civic society. The power to sanction prosecution of senior officers should be vested in designated authorities and not in political executives.

2.7 Commitment to the principles of the constitution

2.7.1. It was pointed out that the boundary conditions between the civil servants and politicians is presently not very clear. In the field, the responsibility of the local official to the local elected representative or the superior officer is not clearly spelt out. The old command and control structure is breaking down, and the field officers tend to rush to political masters who control their transfers and reward system. This is eventuated by caste and sectarian loyalties. The disgruntled officers also find a ready audience in the Press. While field officers have done well, the anxiety of the elected representative to deliver results in a limited tenure, which sometimes turns out to be distribution of favours and patronage, like contingency jobs has put considerable pressure on the field level civil servants and tends to erode the command structure. The watchdog functionaries of the elected representative tend to gravitate toward position of executive authority especially as special funds are given to MLAs/MPs.

2.7.2 The Government of India and the State Governments could in this context, think of drawing up a Charter of Ethics and Civil Service Code for the public services which is based on the fundamental principles of the Indian Constitution like secularism, equality, impartiality, social justice, attention to the needs of the weaker sections, rule of law etc. This code could also regulate the role of the legislators and relationship between civil servants and politicians. It was felt that the political executive should concentrate on policy formulation while implementation is left to the public services of/at various levels. It was felt that Government of India could issue guidelines in this regard. It was also agreed that the loyalty of public servants should be to the service for the public and the rule of law, particularly in view of the permanent character of the civil service. It should be noted that statutory power is exercisable by the designated

officials in terms of the prescribed procedure, without political interference and these guilty of interfering in this process are culpable under law. This has been affirmed in recent cases of Supreme Court.

2.7.3 There was widespread support for the State Governments devising suitable mechanisms including a high powered Civil Service Board and to amend the relevant rules for transparent decisions on postings promotions and transfers of senior officials on the Boards on the lines of the Central Government. Similar Boards could be set up to govern functionaries at lower levels and in elected local bodies. These Boards could be strengthened in their apolitical functioning by the appointment of a Civil Services ombudsman to deal with the grievances of officials. It was recognised that the public suffer equally from the frequent transfer of heads of departments, affecting the quality of services received from the government. Wherever necessary appropriate legislation could be considered to incorporate some of the suggestions. It was noted that some States are already implementing a policy of reasonably long tenures for different types of field and secretariat posts.

2.7.4. A view was also expressed that the choice of the top posts like Chief Secretary and D.G. (Police) may be left to the political executive. But having appointed the top civil servants, other postings, and service matters like transfer, promotions, etc. of the rest of the civil service could be left to the needs of departments. It was pointed out here that the agreement of the Chief Ministers to these arrangements needed to be secured first.

2.8. **General observations made in the conference**

Section 3

Operative Recommendations of the Conference

Responsive Administration:

1. The crisis in administration calls for a redefinition of the role of government and its functions and its real focus to serve the Responsive Administration/x

public effectively as much as to ensure efficient and cost-effective administration. Accountability transparency and cleansing public services are all interconnected issues, for ensuring a clean and responsive administration. It is necessary to converge the efforts of various public agencies for the delivery of basic services in rural and urban areas and for single level dealings with the public. This calls for steps to reorganize work procedures, for delegation down the line and an effective management information system accessible to all. Simultaneous steps to address the rightsizing of public services, value for money on public expenditure, restoring effective audit, monitoring and evaluation and good financial management systems etc. are needed.

2. It is necessary to introduce greater transparency and openness in the functioning of Government and public bodies. This would cover for example, movement towards a Right to Information Act, transparent and well publicised procedures for approvals by the general public and entrepreneurs under various statutes and regulations; for the allotment of land and immovable property; systems of assessment, levy and collection of various taxes and charges; the award of work tenders for construction and provision of services; procurement of goods and services; and various arrangements for the involvement of the private sector in contracting of services and infrastructure projects by suitable amendment of relevant laws. The aim should be to move towards a citizen centred administration.

3. The citizens in urban and rural areas should be provided with widespread and easy access, through the media, posters and various forms of neighbourhood level communications, to all information relating to Government operations and reverse the undue emphasis on secrecy, details of various Government and local schemes, information on award of tenders and procurement, procedures for identification of beneficiaries under various Government schemes, and for the receipt of benefits thereunder, publication of scores for all cases of admission to colleges and for recruitment, the delivery of various civic services etc. The progressive computerisation of information on public operations and work procedures will be of

benefit to the government and the people.

4. Accountability should be interpreted in a larger sense in relation to public satisfaction and responsive delivery of services. We may consider the phased introduction of Citizens' Charter for as many service institutions as possible by way of citizens' entitlement to public services, the collaboration of consumer organisations and citizen groups; the wide publicity to standards of performance, quality, timeliness, cost etc. for public services, and the provision for periodic and independent scrutiny of performance of the agencies against the standards.

5. Immediate measures are needed for strengthening the machinery for grievance redressal at all levels, increased thrust on the needs of disadvantaged and vulnerable sections, attention to systemic reforms, meaningful efforts to reach the unserved public spirited citizen panels to assess service organisations, gender sensitive approach at all levels, and well understood systems of filing complaints relating to poor services and malfeasance and prompt action thereon; accompanied by close monitoring of delays and punishment of the delinquent while devising ways to filter the frivolous complaints. The good examples in different states should be widely publicised and scaled up alongwith due recognition for innovation and citizen friendly attitudes.

6. The fullest possible decentralisation of service delivery and the administration of income-support schemes, and effective utilisation of available resources, through the elected urban and rural local bodies, accompanied by the required devolution of powers and resources.

7. Encouragement to the widest possible awareness and participation of citizens and various representative groups in local decision making and the implementation of schemes affecting their livelihood and quality of life. The media has an important role to play in this regard.

8. Urgent steps for legal reform, for the access of the citizens to
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quick and cheap justice, while initiating steps for amendment and simplification of the concerned laws and obsolete legislation for introducing simple and speedy procedures. A number of laws and regulations militating against the interest of the poor need to be quickly amended.

Cleansing the Civil Service

1. It is recognised that responsive administration depends on reforms in civil service at all levels, adherence to ethical standards, and basic principles of the Constitution, and a clear understanding of the relationship regulating the civil servants and the politicians. It has to be clearly appreciated that the political executive should concentrate on policy formulation while implementation is left to public services at various levels.

2. The approach to the elimination of corruption in the public service needs to address prevention, surveillance and deterrent prosecution and deal ruthlessly with the nexus with criminals and unscrupulous elements. It requires the concerted efforts of politicians, public services and all stakeholders in civic society. The existing procedures for departmental enquiries and vigilance proceeding should be revamped. The rules and legal provisions should be amended to enable immediate and exemplary prosecution and removal of corrupt officers without giving them recourse to any political protection. It is necessary to remove the scope for any interference in the prompt prosecution and punishment of corrupt officials. It is necessary to devise systems to break the nexus between politicians, bureaucrats and criminals which has developed in a number of places.

3. The various service and conduct rules should be reviewed in order to arrange for the review of the integrity and efficiency of officer at any stage during the career, and the compulsory retirement of officers of doubtful integrity.

4. Simultaneous with the above, the preventive steps would include not only regulatory reforms to reduce the scope for discretion

and secrecy at all levels, but would make public disclosure mandatory for all developmental schemes and approvals.

5. Other in-built steps should include improvement in service conditions and rightsizing public services, improving the system of performance appraisal and promotions through transparent procedures, recognised systems of rewards and penalties, consistent action of senior management to support the subordinates in the sincere performance of duty according to law and procedures, and in resisting illegal directions. Equal attention is needed for review of recruitment procedures, training at induction and subsequent levels, and the development of personnel at the operating levels.

Commitment to Principles of the Constitution;

1. The Government of India and State Governments should draw up a Charter of Ethics and Civil Service Code for the civil service which is based on the fundamental principles of the Indian Constitution such as secularism, equality, impartiality, social justice, attention to the needs of the weaker sections, rule of law, etc. This code should regulate the role of the legislators and the relationship between civil servants and politicians.

2. It should be agreed that the loyalty of public servants should be only to the service for the public and the rule of law. This is particularly relevant in the context of the permanent character of civil service.

3. The State Governments will be requested to devise suitable mechanisms including a high powered Civil Service Board, and amend relevant rules for transparent decisions on postings, promotions and transfers of senior officials on the lines of Central Government. Similar Boards should be set up to govern functionaries at lower levels and in elected local bodies. These Boards could be strengthened in their political functioning by the appointment of a Civil Services Ombudsman to deal with the grievances of officials. It should be recognised that the public suffer equally from frequent transfers of

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heads of departments. Appropriate legislation may be considered to incorporate some of these suggestions.

Guidelines for action

1. The design of this National Debate emphasises the urgency in improving the confidence of citizens in the government. Hence it provides for initiating steps towards fundamental changes in the design of civil services which would ensure sustainable improvement in the quality of governance, as well as short run measures that can quickly reverse the sharp decline in confidence of citizens in the government. Our deliberations at the Conference have examined the formed in great detail, and it will be followed up by the Committee, I am constituting to study this critical area.
2. In the meanwhile, I expect a major effort from your side, to help prevent further decline in confidence of citizens. I see the need for some concrete initiatives which may be small in scope but highly visible, taking place alongside the debate, which will symbolise our seriousness and commitment to the theme of responsive governance. This would add depth to the wide debate you would initiate to reach all sections of civil society, to draw in their perceptions and suggestions for improving responsiveness of governance.
3. The first step I propose is to set up a small Task Force under your leadership, with a specified nodal officer which will operate till the Chief Minister's Conference in February. This would ensure a strong and convergent agenda for the activities being initiated in the States. The Agenda of the Task Force may include three major components.
 - a. Involve different organisations into the debate;
 - b. Identify and initiate local initiatives in responsive governance; and
 - c. Identify and highlight instances of responsive governance in action.
4. The debate could seek to involve all leading institutions in

the State. It would examine a wide range of themes, such as assessing the quality of governance and identifying areas where citizens experience high degree of non responsiveness, pointing out specific weaknesses in the governance apparatus that they perceive as causes for non-responsiveness, and proposing measures that can be taken up - within the government, as well as at the citizens level - to make the government more responsive.

In addition to Seminars or Conferences organised by the Task Force, the debate could take place under the auspices of separate institutions like academic institutions, within trade and industry associations, within workers unions, in NGOs and co-operatives, as well as public agencies delivering services to the citizenry. We are making an effort to identify institutions that have shown special interest in this theme. As soon as the Check-list is completed, we will send you the details you may wish to contact them, In case you have not done so by then.

The Conference highlighted a variety of local initiatives and practices of responsive governance taking place in a scattered manner across different states. The next action guideline, therefore, is on initiating a few such efforts at the behest of the Task Force as models or symbols of the commitment to the theme of responsive governance. Three key factors may be kept in mind while designing these efforts, namely

- Identifying easily manageable activity areas,
- close monitoring by the Task Force superior performance and
- ensuring high visibility of the effort and impact being made.

5.1 The choice of action area could commence with an assessment of issues in the State in relation to which public grievances are widespread - with respect to non-availability of rice in the PDS, delays in removal of garbage, non-issue of hawkers licenses, slow movement of applications for telephones, etc. Many such issues are to be addressed locally, but have potential for wider replication. The emphasis is, then, on fostering improvements which could become Responsive Administration/xvi

self-sustaining through greater citizen participation and involvement as well as strengthening of institutions carrying out the activity. This approach could be built around existing resources and may involve partnerships with existing organisations of citizens. The documents shared at the Conference cover some examples of such efforts. Another short document listing more such options is being prepared and will be sent to you shortly. When initiatives selected by the Task Force are discussed in the debates, they are likely to motivate other offices of the government to take up initiatives.

5.2 Given the emphasis on action leading to better responsiveness, the need for follow-up support and monitoring will be quite high. It would be easier if the Task Force selects themes or areas for work, on which positive experiences are already available, and facilitate quick adaptation to suit local requirements. In the process, the Task Force would be able to lend comprehensive support to the agency implementing the effort. It would also be advisable to have back-up support of the State Institutes of Public Administration or Administrative Training Institutes to monitor and document the progress of these initiatives on a concurrent basis.

5.3. These local initiatives of the Task Force would enable the broad discussions to, time-and-again, relate to ground-level actions that may make responsive governance a reality experienced by common citizens. The visibility of these efforts need to be maximised through incorporation into debates, symposia and conferences, involving the media (including giving them roles like collecting citizen feedback) encouraging developmental journalists to study these efforts, etc. More important, these efforts need to be presented as "commitments of better service" at a local level made by the implementing agency, or a simple "citizens charter" that is being honoured. Participation and involvement of public spirited citizens, NGOs, members of the judiciary, in some form of the other would strengthen the effort and make it much more credible.

6. The Task Force may also feed into the debates the idea that we have to search, recognise and learn from instances of good

responsive government action, no matter how small or limited their scope. Wherever the Task Force has a role in preparing the agenda for such occasions or providing inputs on the same some time may be earmarked for this theme. It is important we provide platforms and opportunities for sharing positive experiences instead of the limiting these events to conventional grievance assessment efforts. Specifics efforts in this direction, and providing visibility for the positive experiences, would be an important contribution for strengthening the confidence of the citizens in the capacity of the government to provide responsive governance.

7. The progress of these efforts in the States, and the feedback from the State level Debates will be closely followed. It would be desirable for the Task Force to send a fortnightly report on what is taking place in the State, that a short compiled document based on the same, could be shared easily. This would be a useful input for preparing the agenda for the Chief Minister's Conference in February, and the wider programme for improving responsiveness of the government. □□

Office as a Control Centre

In colonial administration

Let me recount how Peter F. Drucker analysed the British administration in India. The British ran our country for 200 years, mid-18th century to World War II end, without making any changes in organisation structure or administrative policy. The ICS had never more than 1000 members to administer the vast and densely populated subcontinent - this was not more than 1% of the legions of Confucian mandarins and palace eunuchs to administer a not-much-populous China. Most of the Britishers lived alone in isolated outposts with the nearest countryman a day or two of travel away and for the first 100 years there was no telegraph nor railroad. The organisation structure was totally flat, each district officer reported directly to the provincial Secretary. System worked remarkably well in large part because it was designed to ensure that each of its members had the information he needed to do his job. Each month the district officer spent a whole day writing a full report to the political Secretary in the provincial capital, on 4 principal tasks : What he had expected, what actually happened, why discrepancy and what would happen next month. The political Secretary in turn minuted every one of his reports, he wrote back a full comment. Prof. Peter F. Drucker's analysis of Indian administrative apparatus speaks of those good old days of regulatory administration, when the sole aim of foreign rulers was to keep order in the society so that they rule peacefully. The population, dominated by the Hindu philosophy of 'accept whatever is ordained by fate', accepted without demur what the Establishment doled out. These days people are no longer that docile. They want wholesome development at swiftest rate. Law and order maintenance is now just one of so many aspects of governance, though that is an infrastructure on which development activities flourish. Multidimensional governance needs

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multiple channels of communication, each channel determining what type of information one would need and should get. Information required is determined by the objectives of the organisation. A single objective like maintaining order in the society required a single set of information on people's obedience and it was not therefore difficult for a British India district officer to control a territory much larger than Switzerland or Israel. Suppress any sign of protest and you achieve the objective of a foreign government. With multifarious development being the objective and people being no longer treated as commodities, administrative units have become smaller, necessitated by the needs of effective communication, effective in ascertaining people's aspirations, effective in planning development modules, effective in monitoring delivery system and effective in coordinating execution of works spread over the entire territory, in short, effective in successful administration.

Information-based control

It is not that information-based control works better when it is concentrated on one objective or at most, a few, at a time (as it was in British-India). Of course fewer the objectives, better it is to translate them into particular actions. The District Officer was expected to see the "whole" of his district. To enable him to concentrate on it, the government services that arose one after the other in the 19th century, (forestry, irrigation, archaeological survey, public health, sanitation, roads etc.) were organised outside the administrative structure and had virtually no contact with the district officer. This meant that the officer became increasingly isolated from activities that had often the greatest impact on and the greatest importance for his district. In the result, only the provincial government or the central government in Delhi had a view of the "whole" and it was increasingly abstract one at that; a sort of arm-chair conception.

What is an office

Modern business or government cannot function the British ways. It needs a view of the whole and a focus on the whole, but the view has to be shared among a great many of its senior personnel.

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An organisation manifests itself in an office. Government being the largest of organisations in a State, its offices are seen everywhere. The term 'office' means various things to various people. When I ask which office do you hold, I mean it is a position : a position which imposes certain duties or gives certain rights to exercise an employment. When I say you hold an office of profit, you have an activity or job. When I ask, which office are you working in, I mean a place or building. In effect office means all three. But an office is seldom a self-sufficient unit. It is a part of an organisation.

We have division of labour to speed up work and do it better. But division of labour causes greater interdependence. Organisation is a tool which the management uses to make this interdependence meaningful. A small organisation may itself be an office. Otherwise office is a unit of the organisation. Office is a plan according to which different qualities and capacities of many persons are fitted together and different activities integrated so as to form a working machine. We are here not concerned with the various functions of an office, but only with one of them, i.e., its function as a centre of control.

Communication as a means of control

In human body the control mechanism is in the brain, secondarily in the backbone. The brain controls the whole body through a network of nerves which are lines of communication to different parts of the body. It is true of any body. Control is exercised and workers asked to account for through communication. Communication is the key to today's environment in business or government. Prof. Drucker calculates that a typical executive spends 94% of his workday to communication-related activities : oral communication accounts for 69%, 53% face to face, 16% on telephone; 25% of the workday is consumed on written communications or mail. Only 3% is spent on primary management function : deliberate problem-solving, conceptualising and long-range planning : these are constantly interrupted, often unplanned and therefore difficult to manage successfully. These percentages decline down the ladder : 80% for the middle manager and 70% for the first level professional, we call Section Officers.

Tools of communication

Traditional communication processes are vastly time-consuming, e.g. most office technologies require manual intervention or physical presence. To have a meeting both parties must go to another location. To complete a phone call, both parties must move to be on the line. If called-person is not reached it becomes a frustrating round. To write a letter or a report, an officer must dictate or write down by hand for typing by someone else. Thus decision-making and problem-solving tasks are delayed, and managerial productivity slowed down. Of course today's technology has substantially benefited productivity in clerical area, but the rate of increase in white collar productivity is a mere 4%, (because there is no voice based innovations so far) while factory workers' productivity increased by 80%. Some say, rather output per white-collar worker actually declined. Studies have demonstrated that, compared with industries, the office is severely under automated. In spite of vast sums of money spent on office tools, the office worker still remains the most expensive component. Even at the executive level, where scope of decision making is greatest, and therefore the impact of improved productivity most significant, automation is in arrears. Various studies have shown that automation can raise clerical and secretarial productivity by 35%. For managers and officers it can improve productivity by 10 to 25%. When we consider the value of officers' time, the impact of these percentages is significant. It is because of this that in Western countries, the officers and executives are using modern tools like electronic mail, executive work stations and video-tele-conferencing facilities. Prof. Drucker has analysed the American situation and said that at one time they had 318 billion paper documents on file, the equivalent of 5 filing cabinets per worker. One third of these files was never retrieved. In India where we believe in paper work more than the Americans do the problem is more acute.

Meetings

Officers agree that the amount of time spent in meetings has been steadily increasing and will continue to rise in the years ahead. Meetings are time-consuming and often costly, particularly when

travel is involved. The need is for a system that enables people to conduct face-to-face meetings, without travelling great distance. This is called "full motion video" or teleconferences. American researchers have estimated that every dollar invested in teleconferences saves up \$ 23 in current travel costs. Car telephones which are as wide spread and simple as car radios in Japan and USA could be used to reach customers or subordinates while driving. The system is called telecommuting, working at home while linked to a central office through electronics, which dispenses with multistoried vast office complexes. Employees can work at home at different places and with greater options while keeping in contact with a central office. This will save hours of bumper to bumper commuting time every day. The traffic jam at 10 or 5' O clock as is usual in every Indian city and its suburbs would not arise. The emphasis should be on ability to move information rather than move people. This will save travel cost, traffic jam and housing problems, besides creating better working environment. This world of tomorrow is not very far and we have to plan for it today, though we are just now concerned with the type of office we have.

Our system

It is necessary to understand Government activities in our country. They are divided territorially and functionally, each activity involves one person or more. They need to be integrated to the whole. The whole has to be interpreted clearly to the single activity worker. Some actions are grouped together to form a sub-whole, a few sub-wholes contribute to the whole. These activities are to be networked if it has to have any impact as a whole. Each interstice in this network is a point of coordination of activities below and dissemination of policies from above and of information to above. Each interstice in this network of governance is an office. As four walls do not a school make, office is not as simple as a place of work. It is the man in charge (the manager, the executive or the officer), with the assistance of a few others, who make things what they are. It is therefore desirable to look into personnel aspect of the organisation-unit called office.

How does an office function as a centre of control ? Its control

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mechanism depends on its twin job of distribution and coordination. Individual workers or employees are disparate and amorphous. Office makes them a coherent whole and tune them to the objectives of the government. And 'management by objectives' is ensured through various controls.

Financial weapon

Every activity has an element of finance. It is through office that financial allocations are sent and accounts ensured. As a measure of control, sometimes, the office uses strings : a method of instalment. Depending on satisfactory utilisation of the first instalment, which means justification on the part of the employee, subsequent instalment flows. It is comparable to the stages in house building loan, on satisfactory completion of one, the second instalment is released. Stages are plinth, lintel, roof and completion. Corresponding instalments in administration are preliminary allotment, supplementary allotment and final allotment. Final allotment is made in the last week of March. If in the end an officer or worker surrenders any, i.e., does not spend as expected, he runs the risk of getting less fund next year. In Government, there is a thumb rule : you get funds on the basis of the last year's actual expenditure plus a 10% or so to meet escalations. This puts the office in the driver's seat, it is the office which may show accounts in such a manner as to have exhausted the allotment..

Directives

With the financial control go the guide lines. The quantity of output is measured per unit of financial input, again measured against guide lines. This ensures quantitative appraisal of performances.

Inspections

The qualitative aspect of work is ensured by inspections of the activities on work site. Office sends an inspecting squad or the controlling officer goes on inspection. Inspections may involve appraising work at work site, verifying inventory with the beneficiaries or in the stores and may involve physically looking into services rendered, i.e. evaluating the result.

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Audit : Current and Performance

Office also uses the system of performance audit which is undertaken by a group of employees deputed to evaluate work or services against expenditure incurred, within stipulated guide lines.

Reports and Returns

The office resorts to a lot of paper work to elicit information. It provides a control chart, usually called job chart, to the worker indicating what to do when and within what limits. It even indicates identification of beneficiaries. Employee is asked to send periodic returns on his work. Evaluation of each periodic report is 'monitoring'. On evaluation of these reports and returns, office can issue guide lines or directions to remove bottlenecks, overcome the hurdles and ensure targets both in quantity and quality. Office can also insist on specific or adhoc report to appraise the work at any given time.

Meeting and Reviews

In addition to reports and returns, information is also called through mail. For immediate action telegraphic or telephonic informations are called for. While these are ad hoc measures there are also periodic meetings and conferences through which work is monitored and measured and follow-up taken at regular intervals. A steady feedback comes through meetings and reviews. The knowledge that a meeting is likely to be held to review the progress of work keeps persons connected with activities on their toes.

Other side of control

All these methods of control are as good as the authority which the office is expected to exercise. If the office has no power to take punitive measure against an erring employee, it cannot work as a centre of control. Controlling the purse is alone not sufficient. Neither is reward enough. Reward or incentive can prompt somebody to do something but it would not always ensure the desired result. A permanent system of incentive is provided under various Dividend and Bonus Acts. Target has an element of enforcement and enforcement that of punishment. It is the fear of punishment that propels an

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employee to achieve the objective of the organisation. Punitive measures may be as innocuous as a warning (with consequences of delayed promotion) or as financially injurious as stopping an increment or reversion to a lower post or it may be as tough as removal from service. The minimum that an office can do is to shift an employee from the existing job to some other job on the plea that the employee may work better in the new job.

Reality

Indian conditions offer a disquieting scenario. Theoretically these controls are available to almost all offices. Action can be initiated on a report of the lowest office and the highest disciplinary office would normally uphold the reporting officer's proposal. But in the over politicised atmosphere that we are in, offices do not have that much freedom. Party functionaries run parallel offices. If an employee musters support of a big wig, the authority of the office gets to that extent diluted by forces not accountable to the organisation or Government. An office becomes dysfunctional when it is rendered incapable of using disciplinary measures available to it. Sometimes the highest office which ought to control all other offices loses its control. Maybe, it is asked to close its eyes. In this situation, an office external to the defaulting one, comes into play, functions as control centre.

In case an employee willingly commits acts of indiscretion, whether on own volition or at the behest of his or her senior (maybe Minister), judicial redress is available. In case the organisation commits financial indiscretion, the country's central bank, i.e. the Reserve Bank of India, puts through a system of control over overdraft position. Employees at lower levels are made to suffer a delayed disbursement of salaries for lack of discipline at a higher level.

Time is essence

In the control mechanism, the time is the essence. In order that remedial measures are applied in time, information on performance must be available at the same moment and continuously. This requires quickest mode of communication and elimination of middle level

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officers. As we enter the 21st century we would see more automation and fewer middle level executives. There may be a sharp division between two categories of employees : knowledge workers who will control the office and others who would perform their allotted work. While walk-in interviews have already become the order of the day, how management experts would recruit top managers without any base from which they are to be chosen would form a separate study.



The Press and The Administration

The 4th estate

The three estates in England, forming part of body politic and sharing in government, are Lords Spiritual, Lords Temporal and the Commons. The Press is jocularly called the Fourth Estate. Though not part of the body politic it wields enough power over the government to be cited as the Fourth Estate of the Realm. Indeed the Press has become indispensable in a democratic set up. A democratic government depends on an enlightened public opinion, expressed through voting in periodic elections. If a voter does not understand why he is voting, cannot analyse different aspects of the issues raised in the elections or is not aware of the problems facing his country, he becomes the weakest link in the chain of democracy. If a voter has no political consciousness, he would obviously vote for monetary gains. Those who purchase such votes can only trade in their representative character and floor-crossing would be the natural result. Only when the voter has an educated opinion, he can be a strong pillar for democracy. And the task of educating the voter falls on the Press.

It has become a common talk nowadays that the freedom of the Press is threatened and that with so much restriction on its freedom the Press cannot discharge its duties in educating the electorate. To the Press, Freedom means the right to print and publish any matter without restriction or censorship. They forget, there is nothing like unrestricted freedom in any country. Article 19(1) of our Constitution prescribes seven fundamental rights of freedom, but has also prescribed five limitations thereon. There is no expressly written 'right' called Freedom of the Press. If we add the first and the last of the seven freedoms it gives us the Freedom of the Press. Article 19 (1)(a),

Press

'freedom of speech and expression', and Art. 19 (1) (g), 'freedom of profession, occupation, trade or business', when combined, give a citizen the freedom to practise the profession of a journalist and to carry on the business of printing and publishing. Clause (6) of Article 19 gives a freedom to the State to make any law imposing, in the interest of the general public, reasonable restrictions on the exercise of right to practise any profession or occupation or trade or business. Further, an individual's freedom to practise any profession shall not affect operation of any existing law or prevent the State from making any law on the following subjects :

- (i) the professional or technical qualifications necessary for practising any profession or carrying on any occupation, trade or business, or
- (ii) the carrying on by the State, or by a corporation owned or controlled by the State, of any trade, business, industry or service, whether to the exclusion, complete or partial, of citizens or otherwise.

This gives a right to the State to prescribe qualifications for the journalists and, even, to float a news agency itself to disseminate news and views in an organised manner. To that extent the right of a citizen to practise the profession of journalism can be completely excluded. Fortunately, our Government has not taken recourse to these two restrictions on freedom of the Press. But an authoritarian regime may invoke this constitutional right to completely exclude private media.

Restriction imposed by clause (2) of Article 19 on the right to freedom of speech and expression in the name of *reasonable* restrictions does not appear reasonable. It says, reasonable restrictions already provided by existing laws or likely to be provided by future laws shall not be called into question, if they are made in the interest of the sovereignty and integrity of India, the security of the State, friendly relations with the foreign States, public order, decency or morality, or in relation to contempt of court, defamation or incitement to an offence. The phrase *public order, decency or morality* is wide enough to restrict any freedom of the Press. Further, freedom to pass comments on the actions (let alone the judgement) of any judicial

officer is restricted by existing laws. Does it mean that a journalist's freedom is only to report bare happenings ?

Comments provides background to the news-story. If a press-person does not add his/her comments or remarks on the news, he easily avoids being caught for any infringement of laws enforcing the reasonable restrictions. It would also not invite any objection from the administration in the name of reasonable restriction imposed in pursuance of subclauses (2) and (6) of Article 19 of our Constitution. But it would make every newspaper look and read the same. More often than not a Press Reporter has an alignment with some political party and he tends to twist the flow of events and couches his own individual opinion in the flow of events while serving the news to the Press. Willy-nilly he sometimes becomes part of the mischief of the Press-management which wants to brain-wash the public for political reasons. If he serves a true incident with motivated conclusions or aspersions to the Press, he is surely not acting as per his conscience. Most of the restrictions would become redundant if a Press Reporter observes journalistic ethics.

Rights vs duties

In the 42nd Amendment to the Constitution an Article 51-A has been added enjoining fundamental duties on the citizens. Out of 10 duties three are - (c) to uphold and protect the sovereignty, unity and integrity of India, (e) to promote harmony and the spirit of common brotherhood amongst all the people of India transcending religious, linguistic and regional or sectional diversities ; renounce practices derogatory to the dignity of women; and (i) to safeguard public property and to abjure violence. Here a citizen has to sacrifice self-interest in a bid to promote brotherhood and integration. It therefore enjoins on the Press reporters that they should not only not serve exaggerated or provocative news they should not also sow seeds of discord among citizens by naming one community as inimical to another. Courts have said, press report should not name rape-victim. Their news despatch should not go against public decency and order.

What is the reality ? In a bid to garner more readership quite Responsive Administration/12

a number of newspapers cater to regional and communal interests, and highlight quarrels and tension, sometimes twisting the natural flow of events to make it provocative. Items on murder and sex crime are made front-page or box news. Investigative journalism sometimes throws a spate of despatches intended to malign an individual leader's character or family life. They are not the type of American Water Gate scandal or Bhagalpur blinding of prisoners or non-release of undertrials for 20 to 30 years in some jails, - investigative journalism on these aspects cleanses the system and strengthens the social fabric. But an attack on some body's personal life does not contribute anything to the general knowledge of the reader or voter about the political atmosphere he or she is in. It highlights an aberration in our society and does not contribute to the growth of a healthy, normal atmosphere in the society. Repetition of personal slanders brings down the newspaper to the level of a pamphlet or propaganda literature.

When some items like crime, sex and violence are displayed on the front page, competing with news of national importance, we have a right to question : Is it worth the space it occupies ? Perhaps, the very readership which such a yellow newspaper intends to attract gets a feeling over a period that his society is beyond redemption and that there is nothing more to tell the people than day light robbery, loot, stabbing and rape. It gives prominence to baser instincts of masses and relegates to the background brighter aspects of living. Such journals make the society sick and erode people's faith in democratic life.

Conditions for exercise of freedom

The aim of the Press is to provide news to the public. Unless conditions are favourable, the Press will not be able to deliver all the news necessary to educate the electorate. There are leaders in politics and leaders in administration who do not like unpleasant truth about them. They use all sorts of pressure to orient the press-management towards their point of view. This imposes invisible restrictions on the freedom of working of the Press. Legal restrictions can be anticipated but these extralegal pressures are not easy to see and therefore to evade. Because of financial constraints the newspapers depend on

government patronage. Then there are weaknesses of individual press persons. The leaders take advantage of it and, like acupuncturists, apply pressure on right points to restrict the freedom of the press editors and reporters. Quantum of freedom is proportional to the amount of personal sacrifice an individual reporter or editor makes.

Enlightening public opinion

A study made by the United Nations discloses that in order to form an enlightened public opinion there must be a minimum of 100 newspaper readers in every 1000 of population. It is a mere 10% ! In our country hardly 21 persons per thousand of population read newspapers. A hopeless 2% ! How can our voters be so enlightened as to give proper judgement at the hustings ? The reason for such low readership of newspaper does not lie so much in the illiteracy of the people as in their poverty. 15 to 20 years back an English newspaper was costing 50 Paise and now it costs upto 150 P., good ones with larger circulation 250 P. How many people are well enough to spend Rs. 2 daily for a paper ? Why is the cost so high ? 60 per cent cost of the newspaper is the cost of printing paper. Another 30 percent goes towards cost of ink, wages of labourers, transportation and postage. In 1970 the price of newsprint paper was Rs. 3,620.00 per tonne. It rose to Rs. 6,625.00 per tonne by October 1981, a rise of 83 per cent. Today it is around Rs. 25,000.00 per tonne. Almost 400% ! There has been a steep and continuous rise in various operational and production costs. The major cost of production - wages and raw materials - have gone up enormously, owing to the Palekar Wage Awards and the frequent increase in newsprint price, coupled with the levy of a hefty customs duty on imported newsprint. While the price of newspaper goes up, its sale drops. In order to manage without much loss the publisher has to raise price of newspaper. If democracy needs an informed electorate, news must be made available at the cheapest price. If a man cannot purchase a newspaper, he has to depend on opinion of another who has read it. He does not and cannot form an independent opinion.

Administration's assistance

A way of reducing newspaper cost is to provide them with Responsive Administration/14

adequate advertisement or raise the rate of advertisement. In developing countries like ours most of the advertisement comes from Government but Government advertisements are regulated both in contents and in rates. Newspapers cannot raise the rate of advertisement as they wish. It is fixed by the Directorate of Audio-Visual Publicity. There is another side to it. If a newspaper is filled up with advertisements it will have less space for news coverages and therefore less scope to contribute to the awakening of the public opinion. There is a need, therefore, to have a compromise between requirements of advertisement and requirements of news service.

Any Government help to the Press is conditioned by the attitude of the administration which sees the press as a vehicle of criticism only. A word on how to serve criticism would be to the point here. Dale Carnegie in his "How to Win Friends and Influence People" has laid down a cardinal principle that only when we make the listener receptive to our talk that the talk goes into his head. The same is true for writing. It is imperative that we praise the man first and then show where and how he goes wrong. We bring forth a better response from a man criticised than from a man scolded. A doctor prescribes bitter pills with sweet coatings so that it does not get rejected at the mouth itself. We have to give the devil its due and then call it a devil. The press very often forgets that people in administration do not have a right to defend their actions openly. They follow the conduct rules. Some people in the Press do not observe their code of conduct. The objective of any criticism is that the person subjected to criticism should not commit the same mistake again. If the press fails in that, it fails in delivering its criticism properly. On the side of the administration the problem is the management of criticism. In every walk of life a person is subject to criticism. But newspaper criticism concerns his public conduct, - conduct as a cog in the wheel of administration. In the overcrowded world of high unemployment, a large number of people are dissatisfied with the "establishment", in other words, against authority. Their grievances are the stuff that newspapers are pressured to give publicity of. There are example of intimidation of a newspaper office, because a certain view point is not being given due

publicity in that paper. While it is impossible for an administrator to react to every type of public criticism, a newspaper may find it impossible to air all types of criticism as genuine news. Both have to shift the grain from the sand. They must attend to all reasonable criticism and ignore frivolous items. As an administrator has sometimes to handle even frivolous items of criticism with effective counters, because unattended they accumulate to spoil the image of administration, the same applies to the paper as some frivolities if ignored in the beginning may explode as a scam. This happens when the newspapers ignore earlier rumblings. That underhand dealing were being made in the award of Telecom Department tenders was ignored even the highest Court gave a clean chit to the then Minister on his emotional plea that papers were indulging in his character assassination.

Both the Press and the Administration are interested in strengthening democratic ideals. They are mutually complementary in the sense that works of the administration are published through the Press and that the Press is fed data by the administration. While the Press educates the people on what the Government does and corrects the administration where it goes wrong, it is imperative for the administration to come to the aid of the Press in its task of educating the electorate. The administration should provide facilities and the Government adequate financial incentives so that the editor and press reporters are in a position to reach as many people as possible and feed them with pros and cons of every debate. When every reader grows in atmosphere where he finds arguments both in favour and against an issue from different journals and newspapers he begins to use his brains and become a conscientious voter and only then do the foundations of democracy become strong. 📖

How to Administer Criticism

Rules of the game

Criticism affects both the receiver and the giver. While we criticise others, we forget that we may also be a subject of criticism. The very qualities of criticism which we would dislike we should not indulge in. For, don't we say, do unto others what you expect others to do unto you? As in any other activities, criticism has certain norms, rules of the game. We are very much aware that whenever people work together, one tends to assess the other either consciously or unconsciously, deliberately in a systematic manner or casually in a passing remark. It is the expressed assessment whether oral or written which we call criticism. In a way appraisal of one's performance or writing of one's annual confidential roll is a type of criticism, for, it evaluates the merits as well as demerits of the individual. Rules of the game requires that whenever demerits are expressed in one's appraisal, they have to be communicated to him. No adverse remarks should be made without the person concerned being given an opportunity to rebut. Kicking a ball when the defending side is absent is an off side and in the game it calls for a penalty. As a general rule this applies to democratic behaviour that we do not criticise a man in his absence or in a situation where he does not have a right to defend himself. Within this broad prospective of giving each individual his/her due share we have to limit our job of criticism. In any case our aim in administering a criticism is to impress on the person concerned that certain mistakes have been discovered by us, which perhaps he himself could not notice and to tell him in such a manner as endears him to accept his defects and take steps to reform himself so that in future job or function he does not repeat his past mistakes. If that happens the whole society, what to talk of a small organisation or enterprise, benefits from criticism.

Wrong premise

Criticism therefore should not be made on a wrong premise that the man is not a good person to deal with or that he could not please me in the way I want him to do. Every man is a duality, he is a personal self in which he is equal to any other animal and he is also a creative self in which capacity he works, he creates, he produces, etc., for the benefit of the larger community. Here therefore exists within the man himself a contradiction that his work should conflict with his basic self. If he does not rise above the self, he continues to be an animal. In the story of 'Imp & Devil' by Count Leo Tolstoy, we come across a statement that the blood of the beast is in the man and the man can keep his bestial temperaments within bounds. While we criticise we should also behave like men and not allow the blood of the beast to come up to the surface.

Receptivity

If we wish that a person should be responsive to our criticism, we should make him listen to us. Dale Carnegie has enunciated in his book "How to win friends and influence people" that unless we make the listener receptive to our talk the talk will not go into his/her heart. To bring anybody to our side of discussion, it is imperative that we praise the person first or we talk matters which concern him/her and in which the person takes an active interest. Once we know that the individual has developed a liking to our discussion, we should go on to administer the criticism, but couching it all the while in a language which does not appear like scolding. If we say "you have done such a bad thing that has brought the Company (or Government) to a loss and had I been authorised to take action I would have removed you from service", we really scold him. If we say, "you have done which could be done in the circumstances, but you could have done better had you tried and by your doing better the Company would have gained. As you know, the Company does not like to suffer a loss because of its employees and it would certainly reward you if you can come up with the best of your abilities. We hope you would give us better service in future", such a statement would bring forth a better response from the person, because he is being criticised, not scolded.

Three rules of delivery

Like Jainism's *Tri-Ratna* (three jewels), criticism has also three principles, it should have right objective, it should be given in right amount and it should be delivered at right place. Fault-finding and praise should be balanced and fault-finding should follow praise. An amount of criticism would have to be buttressed by sweeter praise just as a doctor would prescribe a bitter pill within a sugar coating so that it does not get rejected at the mouth itself. The place of delivery of the criticism should be right. Like conveying the adverse remarks in the character roll or appraisal report the criticism must be aimed at the individual concerned and aired publicly. It should not at all be administered in a public gathering. Once a man is pointed out his defects in public, he reacts sharply. He develops a feeling that not only the critic scolds him for his defects but he wants to make others aware of his defects. He also feels that if and when he improves it is only the critic who would come to know but others who have heard of his defects would not have the opportunity of knowing his better performance. The best way of administering a criticism is to call the man concerned to your own place and not allow anybody else to listen when you talk to him. Or show in writing what you think of him and get his response. In a heart to heart dialogue the critic would better be able to reform the man and get the best out of his ability. There might be some people who have defects which cannot be corrected at one or two strokes. It will be the endeavour of the critic to treat him with same diligence and care every time he administers criticism, and it is only after failing repetitively a number of times which he considers reasonable that he should condemn the person criticised. If this procedure is not followed the objective of criticism that the man should not commit the same mistake again cannot be achieved.

Next is the aspect of handling the criticism by the criticised. In every walk of life a person is subject to criticism. As a manager one is more susceptible to criticism by outsiders than by his superiors. One way of handling the superior's criticism is to go to him and explain the circumstance or the situation which hinders our performance, and also to explain how we intend to do better. The superior will feel that the

defect is curable if right circumstances are provided. If one admits the fault before it is detected, he has become successful in handling his criticism and has pre-empted a criticism from going into record. Nobody is perfect. This admission from the man himself through a dialogue with the superior that he has committed certain mistakes because of reasons he explained in person takes care of the situation that the man is amenable to betterment.

Uncommon criticism

It is in case of criticism, not ordinarily met by a manager or administrator, that the means of dealing with criticism have to be more subtle. In an atmosphere, where a large number of people are unemployed, particularly in India, we have plenty of people who are dissatisfied with the "establishment". They are against authority. At the slightest pretext they agitate against the visible signs of authority, in case of Government it might be the District Magistrate; in case of an enterprise it would be the chief executive. They sometimes become the target of wrath, much worse than public criticism. In democracy people's expectations are high and middle men in the delivery system hijack a good deal of benefits for reasons ascribed to the political bosses. People perceive the manager or the administrator as the culprit because he has not been able to stem the rot. In the circumstances it is impossible for the manager or the administrator to react to every type of public agitation or criticism. He has to shift the grain from the sand. There are certain complaints which take the character of criticism and there are instances of imagined deprivation, on the plea that if Mr. or Ms X has got a thing or service I should also get it, without verifying comparable advantage he or she enjoys. Therefore items of criticism, which are reasonable in the opinion of the officer or leader must be attended to immediately. Frivolous items of criticism may best be ignored and allowed to be taken care of by time. Accumulated trivialities make serious dent on one's character and have to be often countered in subtle ways. On the other hand if the manager succumbs to frivolous items of criticism he really gives in to blackmail by outsiders. If he ignores selectively he avoids being blackmailed. Managers or administrators have public relations experts at their disposal, and also a lot of

discretion in granting favours. They can in a way manipulate the media and create an ideal image of his self in the public. In name of off-loading activities hitherto done by government or voluntary organisations (VOs), a lot of money is being disbursed by administrators (better call, public managers) to nongovernment organisations (NGOs) which the enterprising educated have seized as opportunities of self-employment. A manager would not be surprised to find some key personnel in the media who come to him for money as head of an NGO. News agencies of repute do not, at least pretend not to, know that their local representatives thrive and wish to thrive on grants to NGOs. If they are handled properly the air will be full of praise for you as a manager of worth.

Nevertheless there will be others who would feel deprived because a colleague of theirs gets generous grants while they are not. They would hurl criticism, often portraying people's difficulties. In our noisy democracy, we make a few presumptions that persons with less merit shout more and it is they who bring the political pressure to bear upon the management, that in a crowded country like ours there are enough of disgruntled persons who rally round a local person who takes up their cause against the management or authority and that the political leaders tend to sacrifice region's permanent interests for temporary personal gains. These three presumptions must be viewed in proper perspective, otherwise the management will be open to blackmail.

Press and Union

The press reporters in case of government and union leaders in case of enterprises are the categories of people who thrive on criticism of the establishment. And they cannot be touched with impunity. Any mishandling of a Press Reporter may be looked upon as muzzling the freedom of the Press as a whole. The management can ill afford to displease many a press reporter. When people have built up a guild or group to act as a pressure group or lobby they get the political patronage of the power that be and are therefore not amenable to manipulation by the management. Such groups often include in the

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garb of the union or association office-bearers a person of the rank of a minister.

All said and done a manager finds more hostility in the atmosphere outside than inside. If he becomes frustrated he should fire three shots at himself as Clive* did, and of course go on to build an empire out of his organisation. 📖

*It is said of Lord Clive of the British East Company fame that he was much frustrated at the Indian summer and unable to get back to England wanted to kill himself. His gun failed him thrice. That gave him a feeling that he was destined to do something here. And he went on to build the Indian Empire for the British Queen.

All about Meetings

Imperfect organisation

No organisation is perfect. The largest of organisations, the Government, should therefore have the largest share of imperfection everybody presumed responsible for everything feels responsible for nothing. The best organisation is one which has the least possible number of management levels and the shortest possible chain of command. The ideal is a single tier organisation, which won't require any meeting. Every additional level distorts objectives and diverts attention. It is like the telephone system wherein an additional relay halves the message and doubles the noise. Every link in the chain sets up additional stresses and creates a new source of inertia, friction and slack. An unusually large number of management levels brings forth recurrence of organisational problems. No sooner is a problem solved than it comes back in a new guise. An example in Government is ERRP (Economic Rehabilitation of the Rural Poor) where the rural poor's problem is sought to be solved but its monitoring has been nebulous. The Community Development, now called Panchayat Raj, Department officials think it as theirs as they fund the programme, the Revenue Department officials think it belongs to them as they execute various programmes. People in both the Agriculture and the Co-operation Department are equally convinced that it belongs to them, because most of the programmes are agriculture-based and funded by cooperative credits. Finance and Planning Departments people feel equally strong about it, because they sanction funds and clear the proposals. Perhaps the project requires to be dealt with by some innovative Department, and not made subordinate to any other activity.

Right analysis

Confusion arises because traditional 'staff' and 'line' functions

Meetings

are applied wrongly, or maybe, attention of key people is drawn to irrelevant or secondary problems. Answer lies in making right analyses - the key activities analysis, the contribution analysis, the decision analysis and the relations analysis. Jurisdictional conflict and organisational misdirection become a bar to performance. To correct these angularities managers need meetings. On the other hand, too many meetings attended by too many people is a symptom of a poor organisation.

Managerial meetings

Nevertheless in large organisations, managerial organs do their work in and by meetings e.g. Board of Directors or Cabinet or Council of Ministers. They are of course deliberative organs, without any operating functions. They may or may not have decision making functions. Their most important function is to compel the operating top managers or officers who sit down with the committee to think through their own direction, their own deeds and their own opportunities.

Meetings

As an ideal machine is one which has one moving part, an ideal organisation is one which can operate without movement of people into more than a single meeting, that too when a new Chief joins and wishes to tell the subordinates what he expects of them. We are in a situation of contradictions. A human organisation has to be based on human* relations, this calls cooperation and coordination. Yet we know that human dynamics in any group activity is so complex that it makes a meeting a very poor tool for getting any work done.

Individuals have a personal angle which colours the objectives of an organisation, which is generally spelt out by written communications, but written communications are themselves deficient. Frequent meetings are necessary to correct the twin deficiencies of failings of individuals and of inadequacy of written communication.

* Contrast it with animal relations or mechanical relations. One means dominance of a single leader, the other respects no personal capabilities.

Communication is more than the words used. It is useless if the receiver fails to grasp its import. While writing a communication, we should ask ourselves a question : will the subordinate understand the instructions ? It is the quality and tone of interpersonal relationship which sets the tone. This is best done in and through meetings.

Staff meeting

Managers of an enterprise or senior officers of Government, are concerned with staff meetings. The staff meeting is perhaps the oldest of corporate rituals. But the tone and therefore responsibility depends upon whether you conduct the meeting or participate therein, whether you are to call others' tune or your tune is called for. To know this, we must know nature of different classes of staff meetings.

Classes of meetings

There are four types of staff meeting which call for four different types of preparation :

(i) Managerial or Administrative Lecture Type

At this meeting the Administrator or Manager does all the talking and delivers his/her lecture in kindergarten terms. To be sure you did not miss the point, he repeats his message two or three times. He tells you what you did was wrong and how you did was wrong, but does not tell you why you should avoid what you did. Sometimes he demands that you do things you do not want to do.

(ii) Show and Tell Type

Here the boss, maybe a senior Manager or Administrator or even Minister, assembles his troops and asks them one by one to show and tell what they have done since the last staff meeting.

(iii) The Critique Type

Here the boss asks subordinates specific questions and wants their explanations. When the subordinates finish their explanations the boss moderates and gives the "right" answer. The boss always shows 'hindsight'.

(iv) The Combination Type

It begins with the tradition of 'show and tell' approach and proceeds to the 'critique' phase and winds up with the grand finale of

management lecture.

For the managerial lecture type staff meetings, you are the boss and you treat the participants as five year olds. Here your preparation includes a brief resume of what has happened since the last meeting, what tasks were given to your subordinates and what they have done in terms of what you have asked them to do. As usual, agenda items are circulated and, if necessary, notes and suggestions are invited from subordinates and colleagues and a final "notes on agenda" is circulated to the participants. These documents are a sort of a charge-sheet against the subordinates. If you are the subordinate you have to defend. Here you come to the show and tell type of meetings. Never prepare yourself to draw a blank. If worse comes, pretend sickness or take leave or blame the transportation difficulties or plan a tour programme. But if you attend, as experienced subordinates you must, better go with a variety of visual aids and handouts. It may be a chart or a latest report, publication, survey or what-have-you. Some pass out handsomely bound reports of several pages and start their presentation with, "As you can see from this report", when alone he knows what can be seen.

Oneupmanship

As a participant you must be aware of one-up-manship inherent in other participants. They must not steal the show by better presentation. But there are colleagues who tackle deliberations in such a manner as to put you in a bad light. Many people praise themselves in a very simple way,- by denigrating others. If you fumble, they enjoy. Remember nobody is going to bail you out.

Your role

One of the best ways of preparing for a meeting is to be sure of your figures and have an open mind for the boss's hindsight comments. We are all living in glass house and therefore we should not make any controversial decision. The first thing a manager thinks of when faced with a decision is, "what will they think of my decision ?" Conduct, precedent and convention bind us to the public

image. Since others are watching, do what they think is best. After all the attitude and opinions of others must be more important than doing what is right. It is because your suggestions are borne out of your preparedness on the subject and intimate experience with the field, they are likely to be accepted in the meeting. But there are ways of doing things. Never argue with the boss. Remember, rarely does the boss change his mind and save face. It is better to first know what is in his mind and then put your suggestion into his mould or incorporate his words to suit your suggestions. You can have a meeting go in your favour. Determine who is the most powerful person among the participants and have him raise the issue and support him once the motion is on the floor. But be careful that for every one that raises a new issue there are nine others who will side with the boss to continue with the other issues. When the boss is angry nobody is going to help you.

Effective participation

The fact is that organisations cannot simply be run without meetings. And yet, many middle level managers or administrators and field level executives consider it a time waster. Used properly, it is a potent tool for better communication, increased coordination, problem solving, decision making, and motivation-cum-morale building.

Executives are anti-meetings because many meetings are ill conceived, ill prepared and poorly conducted. Meetings called without notice or agenda or without any serious business are such examples. Meetings hardly start on time or end on time. Punctuality is a rare luxury. Meetings often drag on: much of time is spent on 'C' items and some 'A' items get postponed, often discussions go hay wire.

Planning and running meetings better

Meetings are run not with an iron hand, nor with universal attendance. It calls for a sort of guided democracy with clearly defined goals and meaningful participation. Five to ten is a good number for an effective meeting. Beyond that it becomes a conference. Crowd is a problem in a communication or coordination meeting. A reasonable time limit must be imposed and adhered to keep it business like. One

Meetings

hour to one and a half hours is a good enough time for most meetings. This is particularly important when we see all around all the time tremendous pressure time exerts on most of the senior executives. We often hear murmur from senior and middle level administrators or managers pinning for meetingless days.

We have to remember that like many other management activities, running an effective meeting is also an expert's job. Cost benefit analysis should be applied in deciding on and evaluating the effectiveness of meetings. 📖

Concept & Norms of Good Administration

Nothing is good or bad, but by comparison.

-Thomas Fuller (1654-1734) in 'Gnomologia'

It is not enough to do good; one must do it the right way.

- John Morley in "On Compromise".

That Government is best which governs the least.

Thoreau in "Civil Disobedience", 1849

Administration is derived from the Latin words *ad* (to) and *ministrare* (look after people, manage affairs). Administration therefore is "the direction, coordination and control of many persons to achieve some purpose or objective" (per L.D. White). "It is systemic ordering of affairs and the calculated use of resources, aimed at making those things happen which we want to happen and simultaneously preventing developments that fail to square with our intentions". (John J. Vieg in "Elements of Public Administration", ed. by Fritz Merstin Marx). It is an activity, judicial, legislative or executive. In broad sense, administration and the later concept of management are interchangeable, though private organisations are fond of calling theirs as management, making administration a peculiar Government activity and therefore derogatory. "The Test after all is the human beings and their welfare". (Jawaharlal Nehru, address to IIPA inauguration in March 1954.)

Factors in administration are organisation, laws, beneficiaries and employees. Good administration is one where employees in a properly structured organisation follow rules to serve what the people want. What people want is laid down by the policy makers. Rules are framed by legislators. Employees are recruited to deliver goods and services. Organisation ensures proper, unbiased distribution of goods

and services. The greatest good to the greatest number is the measure of right and wrong. (Jeremy Bentham : Vol.X of "Works" 1830). That is what should pervade every activity of government, i.e. administration.

Rules of the game

Rules, laws etc. clothe the skeleton of an organisation, but it is the men behind who give it the life-force. Even if the machine takes over such dispensations, it will still need a man to programme it. (Even if we forget the man who switches it on!) Ultimately the men who administer set the tone and decide the quality of any activity. "Rules of the game" make things fair and people who observe them are said to have developed a sportsman spirit, without which no activity would ensure the greatest good to the greatest number.

But certain things have happened which corrodes sportsman's spirit. One is the pressure of increasing population. There is a lot of competition for comfortable living. Law breakers have tools to earn an easy living. Two, economic offences are on the rise. As economic gains are easier to get through the medium of women, sex offences are also on the rise. Electoral politics is now increasingly based on organised group activity. We often hear of politicisation of crime and criminalisation of politics. Original intention in creating groups was to procure supports for the hustings. But the group does not get disbanded thereafter; it finds adequate support from the leader in its attempt to flout law and make easy money. Intimidation of managers, obtaining government contracts on gun point, smuggling, looting, extortion, blackmailing, holding hostage or gheraoing the Chief, organised pilferage of Government property like illicit felling of forest growth, looting a bank, or distributing bank loan - are all means to get rich quickly. We need not go into cases of elected leaders themselves getting rich enough to get a gross domestic (read for dynastic) product for five generations which is the envy of any industry*. It has become difficult for the administration to function as umpire in various

* A Sanskrit saying goes like this : the goddess of fortune, Lakshmi, favours industry and commerce the most, half of that fortune comes from agriculture, government service provides half of agricultural income. Now criminalisation has made politics an industry, the seat of Lakshmi.

government activities or even as the guardian of law and order. Three, flowing from the effects of organised crime is the evil, the demonstrated misuse of, money power. Because people now more easily fall for money, a moneyed man, more often than not, gets what he wants. If he cannot get, he at least sees to it that the other party does not get either. It is easier now to purchase witnesses or hire professional assassins to remove witnesses. A law breaker is presumed innocent until he is proved otherwise in a court of law and this presumption is carried further till his funds permit hiring of lawyers in higher courts. Battle has to be fought till the natural death of the litigation or the litigant whichever occurs earlier. In the meanwhile the delinquent makes more hay while he basks in the sun shining outside the jail.

Good : a relative term

'Good' falls in to a class of adjectives which signify degrees and its definition is a relative term. To be good means "having the right qualities". A good person is a virtuous, sociable person, an agreeable companion. Good is relative to (i) self (ii) family (iii) society (iv) colleagues and (v) superiors. In political terms, goodness is pleasing the maximum number in a society. Thus there is an obvious conflict, conflict between a majority and a minority.

Appreciation of one's work is an indication of one's goodness. It may sometimes be independent of real nature of work and dependent on how the senior looks at you. His written records override everybody else's oral appreciation. Since a superior's remarks in his performance report is material, an administrator has to guess what his superior thinks "good". Good administration is a product of honest employees. But honesty cannot exist as an island. Everybody has a price tag - *a Laxman rekha* - an honesty line above which he can be influenced. Few persons die for honesty. And this honesty line is dictated by various factors : environment, family obligations, upbringing and support. Administration cannot be good if administrators do not distinguish between public and private morality and if the beneficiaries do not observe the rules of game, nor have due respect for administration. But employees cannot and should not feel self-

satisfaction on the premises that the society is bad. They also come from the selfsame society. They have a greater sense of duty to the society at whose cost they are educated, recruited and maintained. As a part of their social responsibility, the employees, generalist and technical, must maintain a pool of purity, integrity and fairness, which may, in time to come, cleans the ocean around.

If there is a conflict between career and personal life, the officer becomes a broken man. Thus he has two parts of life : (a) life on the job. (b) life off the job. While we use 'he' we have in mind 'she' too, for the situations which afflict a man equally afflicts a lady. It is not enough that the job be right and that you be right for the job, it is necessary to have a meaningful life outside the job. Doing something off the job may become a permanent source of self-respect and standing in the community outside and beyond your job. An employee has a family and the society at large.

On the job, a person has to behave officer-like, i.e. what others expect you to be, which means character and integrity and intelligence or ability. Even if you work on your own, people judge you. Even in research an officer may be taken as an eccentric, if he is aloof. Living and working in society means sharing of manual strength (additive) and skill (divisible) with others in the society nearby and at large. But that which distinguishes you as an officer is character and ability to do good to the society. Certain good officers tend to become bad because success sometimes brings self-annihilating arrogance, *hubris*.

Formal & informal measurement

Consider the suggestions of your subordinates for improvement. Interaction of ideas leads to smooth running. Paper monitoring and staff meetings are good sources of intelligence and an accelerator of progress.

Certain things are normally not written e.g. you have to (a) manage your boss, which means caring for his (i) camp arrangements,


(ii) whims and (iii) leanings (political, religious, caste, etc.) and to see to the (b) nature of the post (if it has any scope for largesses a part of which could be shared with him). You may have to have an extra dose of (c) sociability (like throwing parties at frequent intervals when the boss comes to your headquarters) and to care for his (d) spouse's behaviour (which in case of lady boss, her spouse's).

Grievance-redressal

In olden days the Kings or Zamindars used to give audience to their people and to hear their grievances. *Darbar* system was a recognised method of accessibility. In a democracy grievance redressal is a way of life, it means accessibility to any body, employee or non-employee. This militates against accepted a management-practice of meeting people by prior appointment. Some managers put up a written note in front of their table, reminding the visitors to "be brief". You and not a slogan will solve the time problem. Develop your own style of managing time. There is no set pattern. Quite often a VIP's, particularly your political boss's, visit is unavoidable and you have to spend some time with him/her. Time thus lost must be compensated by speedier work thereafter.

Man and officer

Life off the job has a great bearing on your life on the job. As human and social, you must allocate your time between demands of your career and the demands of your family. Satisfied personal life - hobbies, family entertainment and care for the members at home and around - makes you a good man. Fusion of good man and good officer makes you wholesome. Placating the boss would not help long if you are not a good man. Take responsibility of your boss's job, allow subordinates to take responsibility for yours, show sufficient care for your family and contribute something creative to the enrichment of the society - these are the attributes of a good public manager (or administrator).

A good officer understands importance of time. One of his good qualities compels him to allocate his time between competing demands, that is time management. 

Time Management

Beyond an accountant's eye

We tend to identify factors of productivity through an accountant's eye. Whatever is visible and goes into visible cost figures are called resources, e.g., capital, raw materials, human resources. But there are factors, equally essential to productivity that have not come into visible cost figures. Knowledge and Time are two such factors. Knowledge-workers are high-cost workers. (Consultancy firms have high cost managers.) Some knowledge, such as technical know-how, is however accounted for, because they have a time limitation. With a new know-how the old becomes obsolete and therefore accessible to every body but still usable. But time as a resource is the most perishable. The fleeting moments cannot be retraced or got back. People and machine would not have been valued if they did not have a time dimension. In physical sciences it is called the fourth dimension. Take time away and you have a static model, an unchanging specimen which has no value except as an exhibit, a museum piece. It has no use to the enterprise (for that matter, to the society). There is nothing less productive than idle time of expensive capital, equipment or of highly paid, able people. The world bank is now applying this test to determine which department of government is more unproductive than others so that they can be abolished and savings therefrom may finance other economically useful departments, useful because they can fruitfully use their time as a resource.

Rated capacity and steady use

Time behaves as if it is a matter in the solid state - it has definite directions and volume. It resists compression. If you cram more productive effort into it than it will comfortably hold, you have a highly unproductive situation. Work is what we do to convert our
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idle time into something profitable to us and useful to society. Take the example of cars. The manufacturer says, its car gives optimum performance at 60 km/h. If you drive that car at 100 kilometres per hour you will use more fuel per km. than you would if you run at 60 km/h, and shorten the life of the car. In the process of conversion of energy from burning the fuel to turning the wheels there is some loss (based on which we measure the efficiency of a machine). Higher kms. per hour mean a larger burning of fuel. There being some loss per km. it means more loss in fuels per hour. Besides, higher the speed, higher is the chance that the wheels would miss touching the ground and therefore lose some distance, however infinitesimal, in forward movement. Life is not measured in years of existence but is computed in running hours, just as a car's life is measured in the kilometre-hours. Running below optimal speed involves 'idling' of the engine at some stretches. Non-running over a long period (idle weeks/months) brings in rusting and shortens the life too. In organisations this phenomenon is demonstrated by time-and-motion study. Time and motion studies indicate what is the optimum capacity of a machine. Negative impact of time and motion relationship is felt if people and machine are not utilized steadily or are utilized below or above their rated capacity, measured in units of production per hour. It makes a difference in productivity. Overheads remaining more or less constant, if machines are worked below their rated capacity the productivity decreases and hence profitability too. Unit cost of production goes up if the factory is worked above its rated capacity, hence profitability goes down.

Time and Technology

Nevertheless management of time as a resource or factor of productivity is least studied and least appreciated. Its importance grows in direct proportion to advances in technology and level of management. An agriculturist of the past lived in an alternating cycle of activity and inactivity, his decision did not affect the society at large. Today a short range economic decision of an individual may have a long range impact on the society, not only in decreasing our natural resources but on deteriorating environments. All management actions call for harmonising today with tomorrow. With technological

progress the gestation period - the time span for the fruition of an enterprise - is steadily increasing. Half a century ago a new plant was expected to break even in two or three years. Today with the capital investment per worker 30 times greater, the plant is not expected to pay for itself in 10 years or so. Some human organisations, such as a sales office or a training institute or a research cell may take a long period to build and pay for itself. Administrators in government are to take note of longer gestation period in mega projects while planning and executing any regional development project. The longer the gestation the more the administrators need be wary of time and cost overruns.

Fusion of Time

Prof. Peter Drucker says, the "management almost alone has to live always in both present and future." Capital is the 'capacity to produce wealth tomorrow'. If the management cannot keep the enterprise performing in the present, there will be no enterprise capable of performing in the future. The same holds good for administration. We are not talking of centuries ahead. A manager may face an uncertainty even tomorrow. Unless he makes the present foundation strong enough, he won't have a smoother take-off into the uncertain future. Managers must make the enterprise capable of performance, growth and change. That is why a good administrator/manager is said to know how to melt the present into the future.

Time is key to productivity

Normally productivity of an industry is the combined result of productivity of three factors of production - capital, material and human resources. All the three are however coordinated and woven together by productivity of time. In allocation of resources, allocation of time is as much important as allocation of other resources. This is increasingly recognised in governments who are now insisting on PERT (project evaluation and review technique) chart for every project and adoption of CPM (critical path method) for its completion where each activity is allocated the shortest time in which it could be satisfactorily completed. For some activities a department may consider

time as the most valuable resource, e.g., epidemic control in case of health department, pest control in case of agriculture department of the government. The most valuable resource the purchase or order department in an enterprise has is time. There is a direct relationship between the time a sales person has for sales-calls and the number of sales actually finalised. If a Steel Melting Shop (SMS) person spends an hour or two in filling returns or sending reports, he is not making his full time available for the work and therefore his productivity decreases. If a doctor spends an hour on paper work, time available for his specialised work is reduced by an hour. Cost of persons who maintain paper work is certainly less than that of a doctor or SMS man. If we put floor clerks to take over the paper work, we not only enhance time availability for what the man is trained for, is paid for and wants to do (e.g., steel melting in case of SMS man, patient care in case of doctor) we also increase his concentration on the job. Such small changes may bring about a perceptible increase in productivity.

Divide your time

Time is money, which makes all other resources valuable. In the sense of creation, time is the source of all resources. If we waste time, we are making allowances for wasting other resources too. The first step in right direction is to have proper consideration for time - of one's own and of others'. Many managers are heard saying, 'Oh I don't have time to listen to your difficulties'. Sometimes a manager complains, "My boss is my biggest time waster". These are complaints of a man who does not budget his time. Every employee's life has two aspects - one in the job and another off the job. A conflict between career and personal life makes the manager/administrator a broken man. It is he who can best allocate time between the demands of his career and the demands of his family. It is a wrong notion that manager who eats, drinks and sleeps at work site is an outstanding manager. His boss must be getting a vicarious pleasure in keeping him on shop floor or in office as long as he sits there. As long as a manager is a social animal, he must have regard for his family and his society. It is the manager himself who should decide how much time he should set apart for his personal life, hobbies and family. It is through your work

outside office or shop floor that you will get recognition and acceptance from other people as individual. People who care you as an employee die with you or soon thereafter. There are umpteen examples of officials who have sacrificed their family life for pleasing the boss at work site, some of them rising to pinnacles of their career. But if one ever writes an epitaph for such a manager, it would read : here lies a man who did not care for the family to raise which he secured this employment.

Having balanced his time between career and family life, a manager should plan out his time on career. For optimum use of his time a manager must keep himself fit, develop his skill, focus on key result areas, find out methods of minimising time cost, and encourage a climate for mutual consideration for each other's time.

Fitness

Physical and mental illness does not permit a man to put forth his best. If we notice a worker frequenting his canteen he has a poor stamina or malnutrition. If we see an employee dozing off in his desk, he is having trouble at home or suffering from sleeplessness. If this happens in case of a manager/administrator, wastage of time apart it might lead to incalculable loss in terms of delayed or ill-digested decisions. A high degree of physical and mental fitness helps reduce time loss and makes way for more productive use of time. No wonder, there is a column on physical fitness in annual performance report of an employee.

Skill

Intensive use of one's time in an intelligent manner specially acquired through training is what we call skill. Take away the dimension of time and you have no difference between a skilled and an unskilled worker. An unskilled person learns skill through use of time. Forget the speed and you hardly need any technical innovation. Skill means speedier execution of job. Time management is therefore the essence of skill or technique of work. The faster you travel, the slower time moves, says the theory of relativity. And at the speed of

light, time stops, i.e. it dilates so much that there is no ageing. If we can move faster than light, we 'will' return "yesterday". These are the truths, Einstein has told us. In other words, speedier your work, more time you have in your hand.

Key result areas

Skill, we know, means speedy use of knowledge. Manager's time being scarce, he must allocate his time on priorities. First priority must be to use time in areas where, from the point of view of the enterprise's objectives, success is vital and failure is fatal. Tension in management or administration arises more out of our omissions than out of commissions. Managers more often omit to take an important decision or do an important work for want of time. It happens because they do not have an eye on key result areas, in other words they do not know how to make priority allocation of their time, a scarce resource. 'Key result areas' do not mean the tasks a V.I.P. wants. It is related to the objectives of the management. By taking care of key result areas, a manager will, more often than not, fulfil the wishes of his boss. Thus he anticipates the top management and avoids tension.

Methodology

Having set priorities in time-use, a manager or administrator must make his own plan of minimising time expenditure on each item of his work. If there is no conscious budgeting of time and no relationship between time and motion, work will only expand to fill up the time available for its completion. There are certain commonsense rules to minimize time-use in different works. A surgical operation is commonly cited as an example. A surgeon should not waste his time in searching for instruments. Tools and materials are placed in an orderly manner around the work place, so that they can be grasped in no time and without hesitation. Nurses stand by to pass on the required tools. With the least movement the surgeon performs the operation. Without waste of time and without fatigue, the doctor is able to perform his task speedily and on more patients than would otherwise be possible. Examples can be multiplied. Every manager must choose his own method of doing his job faster. The administrators, known as

public managers, are blamed for bureaucratic delays, because they do not plan optimum use of time and speed the delivery of services to the citizens and thereby reduce their grievances.

Mutual respect for others' time

Having developed a suitable strategy in time management it is incumbent on the manager to teach his fellow workers and subordinates how to be considerate for other's time. Absenteeism in work, jumping the queue in a ticket counter, pushing into some body's chamber without prior appointment are some of the examples of how we do not care for other's time. If we care to think that other's time is valuable, we would automatically realise that our time too is valuable. Idling away time has adverse effects on a host of others. A railway booking clerk chitchatting with some body wastes many man-hours, a few minutes to a few hours of scores of people waiting in the queue. An interview lengthened kills time of others in waiting. The Chief Guest arriving half an hour late wastes a thousand hours if the waiting crowd is 2000. Idleness sometimes forces others to do more work than they would have done, ruining their health. Why force somebody to do my work which I should have done, had I not a desire to be idle? Time is valuable for every body; its value increases with the level of management. Forcing our entry into a manager's room without prior appointment may mean disturbing the work he is engaged in. It might lower productivity to that extent. Maybe, his attempt to solve a critical problem will be delayed by more than the time span we have forced him to spend with us, more because he has to start the thinking process again and build up the connections our forced entry disrupted.

Monitoring vs Supervision

Efficiency demands that manager/administrator while managing his time extracts maximum work from his subordinates. Spot visit and supervision cannot ensure cent per cent check on how the worker/employee does his job. Once the manager is out of sight, slackness returns. It is a sheer wastage (of a large amount of time) attempting to oversee the performance and quality of each of the people who work under you. A time-conscious manager goes in for a

systemic appraisal of his people and their work. A periodic report or assessment throws up symptoms if everything is going well as per the objective, if anything calls for immediate attention, if any preventive or curative step need be taken to keep the production or project going at full speed. A daily report showing coal stock to last only a day reveals something wrong in the Raw Materials Division. A weekly report showing the old-age pension fund abnormally low calls for immediate removal of snags in drawal of money from the Treasury. Higher rate of consumption of petroleum and other lubricants (POL) or coke is a signal that something is wrong with the Blast Furnace or your vehicles. Written report or return is half the job done. Meeting the subordinates in a periodic meeting encourages them to not only air their problems or constraints but sets down their objectives, plans and methods. Exchange of ideas helps smooth running of an enterprise or programme. In course of time it helps bring the subordinates to the same wave length of thought (and hence action) as the manager's. Paper monitoring and staff meetings are thus both a source of intelligence to the manager and an accelerator of progress of work.

High employment society


While we have been trying to intensify our time use, the system around us militates against our attempt. Inherent in our democratic culture is a pressure from the politicians not to employ labour saving technologies. Our aim of alleviating poverty is confused with removing unemployment. Like government departments, almost all our industries are overstaffed, by any western standards. Obviously there will always be some people idling somewhere. On the other hand when we adopt mechanization or automation, we are unable to chalk them out or absorb the surplus man power in more productive activities. Thus we have a vicious circle where people recruited to stop overtime get over-time, staff appointed to clear arrears accumulate more papers, men in non-productive jobs go on being regularly promoted and their staff multiplying. Some managers have an unenviable position of managing people who want pay for just their attendance.

Participative management

Another constraint on optimum time-use is our declared policy of involving the workers in the management of the enterprise, more so in state owned enterprises. This is justified by our ideals of democratic life. Managers have to compensate this loss of time by saving time in other areas.

Grievance redressal

Though democracy in practice is a government by voters' representatives, it is in the democratic ideal that an administrator must be accessible to the common man, a manager to the common worker. Very often it is the middle men who shout at being denied access. Here we are up against an accepted practice of time-management, that of meeting people by prior appointment. Accessibility to the people and insistence on prior appointment are two diametrically opposite ideals, but a manager is expected to work out a compromise. "Be brief" might be a convenient slogan on your table but it is you and not the slogan who will solve the time problem. Every manager has to devise his own style of managing time.

A lion's share of a manager's time is spent on communications - upwards as well as downwards. He spends a great deal of time considering the boss's problem and thinking how to contribute to the success of the boss, of the whole activity and of the business. It is a part of the job of being a manager/administrator that he takes responsibility for his boss's job and thereby makes his objectives and view points tally with those of the enterprise or government. 

Administrative Behaviour and Development

Administrator is a Manager

Though many writers specialising on private entrepreneurs make a distinction, 'administrator' and 'manager' are now interchangeable words. In the USA where the wave of praise for private management drowned the merits of public administration, a government executive is nowadays called a public manager. Management is administration of affairs and administration is management of affairs. To the traditionalists, administration means performance of duties as per rules and regulations of Government. Can a management ignore the laws and regulations of the land ? Faced with this challenge they say : to administer is to manage and improve what already exists and is already known. An element of entrepreneur's job i.e. 'thinking of tomorrow' and 'innovating today' is absent in this view. There is no element of risk, nor is there any effort at removal of redundant and obsolete acts or schemes in government sector, they say. Such distinctions do not hold good in today's democratic administration. Liberal democracy and open economy now hinge upon innovations. Administrators are called upon to discard obsolete things and take up new schemes to suit the goals of the State, which means the election manifesto of the party in power. Parties are now promising rapid economic growth and incessant infusion of purchasing power into the hands of the poor. Administrators have to discard obsolete procedures to eliminate delay and innovate to serve the people better.

Development means experiment

Development means gradual unfolding of the potential, fuller working out of the resources so as to bring men and country to the full maturity relative to the age. Administration has therefore to concern itself more and more with creating new plans and schemes, in addition

to optimising the existing ones. The country has to develop better economic and social conditions in which the citizens will find an atmosphere congenial to their full and wholesome growth. Development is the wholesome growth of the personality of the citizen and optimum growth of the economy of the nation. Administrators therefore become managers as well as entrepreneurs. They learn to build and manage innovative organisations. During the last quarter of the twentieth century there was a mushroom growth of new organisations to handle the rural development programmes. These are innovations/experiments in order to find out which organisation would yield optimum result.

Traditional approach to administration

The traditional approach of an administrator was based on the assumption that the people have to be controlled and not led. The colonial administrator had been looking down on people as problem, cost and threat. The present administrator has to look up to people as resources. Of course there are people who cannot look after themselves. For them administration means philanthropic measures of looking after their minimum, basic needs, like housing, health care, education and agriculture-marketing related communication facilities. Administration insists on rule of law and therefore emphasizes on observance of procedures which more often mean maintaining the status quo. Maintenance of law and order is essential to any growth of economy. Nevertheless the vast army of employees engaged to maintain status quo involves cost. How to reduce this cost has been a major problem of the new breed of administrators. The solution has so far been procedural : to handle in an orderly fashion cut-back in recruitment, redeployment of surplus and rationalising other conditions connected with the employment of people. This calls for leadership techniques. Administrators have to give the people directions and not control them.

Regulatory function.

There is no absolute freedom for any body, what to talk of private entrepreneurs. However management of regulations has

acquired a new meaning. Traditional regulatory administration has been understood as subjecting the citizens to certain restrictions so that they do not become a problem to the society. In a liberal democracy, to regulate is to adapt to new environments, to alter speed so that it may work accurately or optimally. Regulation no longer means binding down people to a slavish obedience. It is to guide them towards a new horizon of development. Regulatory administration has to become a mechanism to foster growth and not inhibit people's initiative.

Administrator : an entrepreneur

Development administration warrants that every employee become an entrepreneur. All the industries and all the business that we consider modern today grew out of inventions of the early 20th century. Economic growth after the second World War was based primarily on technologies that were fully developed by the time the first World War broke out. On these technologies depended the four large industries : steel, automobile, scientific agriculture and organic chemistry. We have in the last quarter of the 20th century gone through another period of major technological innovation and our thrust on economic and industrial development will come from the industries and ideas of the second half of the 20th century. Much of the new technologies that have been developed are waiting to be applied, not only in the existing business but in Government also. The large business organisations have to pioneer as a part of their social responsibility. Budgetary controls inhibit the spheres of governmental activities and democratic politics with election rhetoric limits efforts at raising more taxes; thus Government will be asking for more and more private initiatives and enterprises to come forward to honour their social responsibility i.e. responsibility for the welfare of the people whose home and hearth have been sacrificed for grounding of their industry and business. These large organisations will be increasingly used for innovation as they have both the trained people and the money needed to develop the new. Administration will, therefore, have to learn to run at one and the same time an existing managerial organisation and a new innovative organisation. The communism that

compelled the private enterprises to look to the welfare of people is now martyr in the changed set up ; the pure breed capitalism has become a hybrid of profit motive with and social responsibilities. The administrators will still be called upon to enforce a human face on the business and industrial houses that are being encouraged in the liberalised economy of the day.

Social innovation : a challenge

Simultaneously there is need for social innovation. Development can be sustained only when society moves at equally faster pace. In our country the poor constitute the three-fourths of the population. Culture of our society cannot be sustained nor the economic growth of our State maintained unless these three-fourths get rapid social uplift and economic growth. Until the suburban and shanty dwellers in our cities have their minimum needs served, until the rural poor is facilitated to grow in a friendly environment, until education and health measures reach the needy poor, these will continue to be challenges to the administrators. Sustainable growth is the demand of the day and development with environmental management throws a challenge to knowledge, skill and performance of the administrator and will condition administrative behaviour.

Routine must play the second fiddle

Management experts make a distinction between efficiency and effectiveness, as simple as between doing things right and doing right things. A manager might on occasions do right things in a wrong way because that gives him profit, but an administrator would not give up right ways of doing things. Management experts consider this tendency on the part of the administrator to insist on doing things right as the greatest obstacle in the way of better performance. Democratic administration is based on electoral politics and elections are fought on the basis of manifestos and the cabinet decides a plan of action in pursuance of the election manifesto of the party. In a business organisation a manager may decide his own plan of action so long as it encourages his single objective of profit. An administrator has no such choice, even in state-owned enterprises. He has to implement what has

been planned by the Cabinet. The traditional writers forget that the political executives who constitute the Cabinet are the Chief Executives who are to blame if there are too many of regulations or if they are cumbersome, for it is they who have approved them. Instead they find fault with the administrators who follow the laws, rules and regulations the Cabinet has made or allowed to continue. The holistic concept of doing right things and therefore of becoming effective does not apply to a public manager, because he cannot go beyond the confines of the instructions (which has sanctity of law) laid down by the Cabinet. Democracy means public accountability which in turn means keeping papers correctly, as a sign of doing things right. Hence emphasis on rules, procedures, organisation and methods, - all of which mean meticulous maintenance of papers to meet any audit query and public criticism. Otherwise government action may not be defensible and the administrator may be accused as a pawn in the game of scams. Democratic culture judges an administrator's success as much on speedier performance of jobs as on satisfying observance of rule of law. Compulsion on doing things right causes delay in doing right things, and results in a case or two may become secondary to procedure. In a development administration, it is admitted, the administrator should not become a prisoner of routine and procedure. On the other hand nobody prevents the legislators from amending the existing laws or making new laws to cut short procedures and quicken results. So long as they continue with existing rules, it falls upon administrators to ensure that every action of government is so accounted for and papers so kept as to be accessible to every body even when the person who did the thing is absent in the seat. Successful development-administration calls for a proper balance between doing the right things and doing things right.

Efficiency

Unlike private organisation which may wind up or begin anew, depending upon which way profit gets maximised, Government is an ongoing organisation. Markets, technologies and products and services exist. Facilities and equipment are already available. Capital has been provided and has to be utilised. People are employed and are

in specific jobs. The administrative job of the manager is to optimise the output from all these resources. He cannot wind up or begin anew. He must do better than what is already being done. How to get more out of the existing resources available is the administrative concern. And that is the test of efficiency.

In private organisation efficiency may mean doing a wrong thing properly but effectiveness would not allow a wrong thing done at all. "Effectiveness is the foundation of success, while efficiency is the minimum condition for survival after success has been achieved." Efficiency is related to the input of effort into all areas of activities. Effectiveness in any social organisation presumes that it is the 10 to 15 per cent of the inputs which give 80 to 90 per cent of the results. The other 80 to 90 per cent of the phenomena, no matter how efficiently dealt with, produce nothing but costs - always proportionate to transaction or business. In government it would mean using the 10 to 15 per cent willing and sincere workers to their optimum capability, while the rest idle their hours.

Effectiveness

The first administrative job of a manager or administrator is, therefore, to make efficient the small core of worthwhile activities which is capable of being effective. At the same time he should neutralise (because he cannot abandon) the large penumbra of transactions like staff activities, research work, compilation of statistics and sales efforts. They are mistakes of yesterday and fossils of the past activities. The world bank on whose funds governments nowadays bank upon for their development works recommends weeding out these routine units of administration. No matter how well organised or done, they cannot yield extraordinarily high results. They become part of the system, unfulfilled hopes and expectations of the past, in other words, mere business.

Target or optimisation

The second task of an administrator is to bring his work or business a little closer to the realisation of targets. Target is the

actualisation of the potential. And potential is the economic results that could be obtained, were efforts and resources marshalled to produce the maximum yield they are inherently capable of. This involves a soul searching exercise. What is this theoretical optimum? What affects achievements thereof? What are the constraints and limiting factors that hold back the business and deprive it of the full return on resources and efforts?

Vulnerability analysis

Men are available. Facilities and equipment are in place. Budget is provided. Beneficiaries are identified. And yet target is not achieved. The administrators should ask a basic question: what relatively minor changes in technology, procedure, process, etc. would significantly improve the results of the organisation? This 'vulnerability analysis' (a term used by the disaster management specialists earlier and systems engineers nowadays to indicate a factor impeding the result) would point the way. One factor impeding the result in a poverty alleviation programme is 'running four times' a day, instead of one, to the beneficiary or the bank. It may call for a change in the attitude of the financing agency or breaking them to the new ground-realities of their social responsibility. The central vulnerability might be the high cost of personal approach both in terms of time and mobility. A way to overcome this difficulty and to realize the potential somewhat more fully was thought to be a credit fair (*loan mela*), i.e. getting together all relevant people at a single point, processing loans in such a manner as to eliminate the time-lag between any two consecutive stages, and then selling financial planning which includes investment instruments. This system in our country quickly degenerated into doling out patronages to the hangers-on of the local political boss or promoting the base of a particular political party. Economy in use of time is no excuse if that bypasses the rule of law, for, soon people will start losing faith in the administration. In fact there has already been allegations that in loan melas in Delhi, the MP's *chamchas* (hangers-on or polling agents) got a lion's share of the loans which are unrecoverable; what is more to the point is that money disbursed would not bring the desired result of poverty-alleviation, it

will only be raising a corps (shall we say a generation) of parasites.

Changes in procedure

The example given above shows that even a relatively minor change is not necessarily an easy job. It is still minor because we are not changing the form of the organisation or calling for new goals. While these changes require some innovation, they are only in procedure. They are primarily modifications of the existing processes or procedures or business. They are not themselves innovations. Even in a business enterprise, innovation presumes continuance of business. Your tomorrow starts out with the business of today since an organisation must continue beyond the life time of an individual or of a generation to be of any value to the society. The perpetuation of business is an administrative task. It is essential to the entrepreneur and is a definitive test of management.

Performance in the public service institutions is not so far impressive. Why? Schools, hospitals, universities, Rural Development Agencies, Tribal Development Authorities, Command Area Development Authorities, Drought Prone Area Project, Micro Projects for Tribals - all have grown beyond the imagination of the earlier generation. They get and use astronomical budgets. Yet everywhere people complain ever loudly of 'bureaucracy' and mismanagement, that administrators are not businesslike, that they need a change not only in their attitude but in their heart, that suitably trained people should man bureaucracy and further that their objectives should be susceptible to measurement.

Be businesslike (avoid unessentials)

Administrators are not 'businesslike', hence perform little. Business is not mere reduction in cost or maximization of profit. It is optimisation of output, focusing on results. Some may lack effectiveness, but run efficiently. They tend not to do the right things, morality is not their concern. For a businessman economic activities are amoral, but Government cannot afford to be amoral. What qualities Government can borrow from the business organisation is the speed

of delivery and freedom from budgetary restrictions. To be businesslike, Government sets up Corporations, Companies, Registered Societies and the like to free them from usual limitations of a Government budget and from 'petty' bureaucratic regulations. (I have used the word 'petty', because essential regulations still call for a bureaucracy and man has not so far been able to invent an organisation which can deliver goods and services in just and fair manner without a system similar to bureaucracy.) Very soon these institutions fail, because they become "politicized" i.e. lose effectiveness - try to do nonessentials or ostentatious expenditures which constitute 80 to 90 per cent of its costs. Elaborate arrangements for 'bhoomi puja', foundation-laying ceremony, inaugurations, and purchases from and sales to a doctored source, and the like, cast a heavy burden on manpower and budgeted provisions and at times they function as extensions of the department of government. To top it all, they soon get as chairmen politicians who will-nilly use them as sources for financing next elections or a comfortable living. Hearing a case of nonpayment of wages to the employees of a Bihar public sector undertaking (PSU), the High Court of Patna has recently observed that since as per its bylaws a PSU can transact any business by electing a Chairperson out of its Board of Directors/Management, the Government should not burden the PSU with the extra load of a Chairperson. If a politician who has failed at the hustings is appointed a chairperson of a PSU it is usually as a reward for his loyalty (euphemism for a source of earning), not based on his managerial merits. He is therefore tempted to use the PSU as a personal fiefdom. No wonder, PSUs are the losing concerns.

Administration does not need stars.

No organisation or business depends on superstars for better results. People of normal endowments, quite often of average calibre, are to run these institutions, numerous as they are. So called best managers or executives of business organisations tend to become bureaucrats, for don't they evolve their own procedures and red tape ?

Results need not be intangible

How then can government show performance ? Government

departments are mostly service organisations and have intangible objectives. First task of a good administrator is to translate them into tangible goals. 'Abolishing untouchability' is the aim of the Protection of Civil Rights Act, but as a goal it is not amenable to clear operational definition and therefore to measurement. If an increase in number of inter-caste marriages between the untouchable and the high castes is an indication of progress towards abolition of untouchability, it is a quantifiable goal, its achievement can be measured. A Tribal Development Cooperative Society is set up to better the lot of the scheduled tribes, a goal as intangible as abolition of untouchability. Middle men corner the profits of forest produce which the tribals generally collect. If the number of tribals who come to sell their collections through the Society is kept on record with details of transactions and addresses, coupled with another record to show addresses and details of prosecution of middlemen or unauthorised traders, the goal becomes amenable to measurement. Another quantifiable target may be the increase in volume of business carried on by groups of, or individual, tribal women who generally collect minor forest produce.

Misdirection by Budget

Efficiency and cost control are not virtues in the budget-based institutions though it is preached that way. If you get a higher budgetary allocation than the previous year's, your performance has been deemed better. First requirement of survival is to obtain the budget. Budget is related not to the achievement of any goals, but to the intention of achieving these goals. This attitude compels administrators to make frantic efforts to spend all allocations in the last three months of the financial year.

Tendency to please all

A budget-based programme militates against prioritisation of goals and concentration of efforts more on important items and less on peripherals. Nothing is ever achieved unless scarce resources are concentrated on a small number of priorities. A shopkeeper would do profitable business by serving even 1% of the town's population. He need not bother for the rest 99% who do not come to him. But in a

government institution, rejection by 99% would be fatal to getting its budget approved. Administration tries to please every one by doing a little of everything. It achieves nothing, if it cannot give up wrong things, the old, the obsolete. Yet administration is blamed if it alienates any important constituent. It is not expected to satisfy any one group and alienate all others. Take the example of ERRP, economic rehabilitation of the rural poor. The aim is to rehabilitate economically the poorest few in each village, but the organisation does not go against the wishes of the leaders of the locality. Benefit is therefore showered on families who are not the poorest. And yet an effort is made to show that right beneficiaries have been chosen and benefits given in a right manner. No wonder, with change of government a new list of the poorest of the village is prepared as if yardstick of identifying the poorest changes with the party in power. So long as the vocal elements are happy, there is performance and the scheme is a success and the budget is restored or enhanced. If there is no performance or visible result, as measured by the politically active elements, efforts are sometimes made to double the budget precisely because enough people who matter could not benefit and thus there was no performance. If an administrator takes the risk of setting priorities and allocating resources, he may have to tread on 'unpopular' and 'controversial' things. So the solution calls for a compromise : concentrate 90% of your efforts on results and the rest 10% on pleasing the leader.

Tests for success

Ask yourself the question, what is your business and what should it be ? Think in terms of your specific function, purpose and mission.

Set your objectives and goals accordingly. Be efficient as well as effective - emphasize on right results.

Set targets or priorities; standards of achievements and performance (minimum acceptable result), deadlines and accountability.

Define measurement of performance. Get feedback on your efforts. Build self-control from results into your system.

Set an organised audit of objectives and results. Identify objectives which have failed or been unattainable or obsolete. Remove them. Concentrate on new items.

To make government institutions perform does not require "great people". It requires instead right administrative behaviour. Behaviour is embodied in the system. Make it efficient and effective. Essentials of performance here are not too different from the essentials of performance of a business organisation. But the application is different. Some institutions are overadministered, and suffer from a surplus of procedures, reports and returns and less effective management techniques. What we need is to manage them for performance.



Men behind the Institution.

As they say, behind every successful man there is a woman, it is a greater truth to say, behind every successful institution there is an individual. But the stories of their success do not travel fast. We know more of failures of individuals who man the institution because it is easier to find fault than to shower praise. It is worthwhile however to analyse how the men and women behind the institutions fail the institutions.

System, Procedure, Work

Every institution is organised by three phenomena. It is a *system* (organised body). It is bound by *procedure* (mode of conducting business - a set of rules, regulations and conventions). Market, technologies, products and services exist. Men are in position and in specific jobs. *Facilities* and equipments are in place. Capital is provided. Why then does the institution fail to achieve its objectives? Because the men in charge fail to grasp its objectives or are not committed to its objectives. He may be efficient, i.e., follows the procedure and works better than his predecessor. Maybe he is not effective. He may be drowning himself in paper work, spreading his efforts thin, putting efforts everywhere in a bid to please everybody and spending time and money on non-essentials. Management by objectives - the stress on achievement in key areas is all that is wanted of men in charge of institutions. This means a lot of self control and not external control.

Two areas of discretion

He takes a decision between two or more ways of doing it. In his choice for optimum result he can use his discretion and may work in such a fashion as to bypass the objective. In another way he also uses

his discretion. That is implementation of the decision. Decisions are clear but as to how much should be given to which type of constituents and in what manner is left to the discretion of the man in charge. Within the limits of the floor and the ceiling he chooses the quantum of benefit, the way the benefit should be given and who should be given the benefit. Thus, he has a broad degree of discretion. It is this discretion that makes or mars the institution.

Management by objectives

In traditional sense, to administer means to manage and improve what already exists. There is no concern for innovation or looking for tomorrow. Modern administration is development and welfare oriented. It is therefore experimenting and innovating. In traditional sense, administration emphasized efficacy, doing better than what has been done so far. Now emphasis is on effectiveness - achieving results. This is management by objectives. Rules, procedures and precedents are sacrosanct, because you have to account for every paisa of public exchequer that you spend, but they must subserve the objectives of the management. Of all forms of government, democracy puts the highest premium on accounting of every paisa spent. But it is not be-all and end-all. Progress must be achieved. People must be raised above poverty line. Each family must be identified for skills, necessary capital and technology transferred to it, and infrastructure must be developed. People must be encouraged, nay, compelled in the greater interests of humanity, to use the renewable sources of energy, biogas, solar energy, windmill, tidal waves, etc. as contrasted with constantly depleting reserves of fossil fuels like coal and petroleum. These innovative programmes presuppose that administration subordinates observance of rules, procedure, precedents, etc. to the achievement of goals. Management by objectives in rural development would mean identifying oneself with the hopes and aspirations of the rural people. It is in the complete involvement in the execution that the various schemes of integrated rural development would become a success. Performance measured through reports and returns is often misleading in as much as it speaks of quantity and ignores quality, though an intelligent interpretation may reveal qualitative failings too.

Reports and returns

Reports and returns are necessary tools, but when tools are much misused they become masters. What a system of reports and return cannot achieve must be made clear. Firstly they do not say what should be done. Problem of "right conduct" cannot be established by procedure. Secondly they are not a substitute for judgement. In fact procedures work only where judgement is not required or repetitive job is done. We should wash our brain off the "magical effect of printed form". Thirdly they should not be an instrument of control, they are sources of information. Otherwise an officer would take his return as reflections of what the Government wants of him. He tends to labour hard to make his report presentable rather than to make his job better. Reports and returns should not choke the life of an established institution. They should be revised every 2 to 5 years and become effective channels of information.

Shifts in development programmes

Management of Integrated Rural Development Programmes involves a shift away from the traditional or bureaucratic management. Its emphasis is on results. It broadly falls into two categories : infrastructural development, and individual or family development. Administrators of yester years were habituated to doing area development which made the rich richer while the number of families below poverty line increased, thereby reducing or at best stagnating the per capita income. Hence the planners changed their emphasis to individual or family oriented development schemes.

Infrastructural development includes measures to meet the minimum needs of the people, e.g., increase in irrigation potential, supply of drinking water, improvement of slums, maximisation of power generation and electrification of villages, afforestation and use of alternative energy sources, family planning, primary health care centres, provision of nutrition and other welfare for women and children, universal elementary education and streamlined public distribution of essential commodities. Individual oriented programmes are : transfer of technology and inputs on various types of farming,

transfer of technology and inputs for pulses and oil seeds, Integrated Rural Development (IRD) and Economic Rehabilitation of the Rural Poor (ERRP), enforcement of Land Reforms measures, provision of minimum wages, rehabilitation of bonded labour, accelerated economic development of S.C. and S.T. families, provision of house sites and house construction assistance, housing for weaker sections, etc., Jawahar Rozgar Yojana (JRY) of different shades aims at augmenting the purchasing power of the poor workers. They call for integration of both infrastructural development and individual/family-oriented schemes. Provision of farm ponds or water harvesting structure, tank excavation, dairy farming, fish farming, various shades of mixed farming, power driven cottage industries following rural electrification - these are examples of dovetailing infrastructure development with economic rehabilitation of the rural poor. Aim is to harness the individual skills in each family with the general development of the area and raise as many poor families above the poverty line as practicable.

Special efforts for the poor

Poverty stalks a family because it lacks, one, initiative and, two, enterprise. System of intermediaries prevalent in our society (even we invoke God's blessing through an intermediary) and the belief that goodness lies in being satisfied with what we have - these two have blunted the initiative and enterprise of many. Intensive education and transfer of appropriate technology can inculcate a spirit of initiative and enterprise. The administrator is to guide and lead, and not direct and control, the people who are now partners in progress in liberalised economy. A good administrator changes himself with the changing objectives of the government and grows with the institutions he serves. While an institution gives him the position, he must give the institution its prestige. 📖

Managing the Men behind the Rural Development

New concept of Rural Development

Over the years, planned development has changed both in contents and substance. Changes were ushered in not so much by rational exercise of mind as by dictates of electoral politics : that of winning the next round of votes. Poverty-amelioration programmes were initiated by Mrs. Indira Gandhi to show the humane side of the emergency she imposed in 1976. Since then its revised editions have been various forms of income-generating plans, *rozgar yojanas*. It was not the realisation, as development strategists would suggest, that until the poor are raised to a comfortable level of living, no country can have peace, an internal peace that is essential to any sustainable development. Growing disparity between the haves and the have-nots breeds an atmosphere in which crimes thrive and lawlessness grows. A person without any worthwhile asset is a person without any liability and therefore cares little for the society. On the other hand, in a rural society as ours, any perceptible growth in the per capita income would warrant rural development wedded to amelioration of poverty. Past experience with development of industries or even irrigation suggests that the richer segments corner the benefits of any general scheme of development. In keeping with the new thinking, poverty was to be tackled by a two pronged drive, targeting the individual as well as the community. Individual family oriented schemes like Antyodaya, ERRP, IRD, Prime Minister's Rozgar Yojana, Employment Assurance Scheme, etc. were dovetailed to community oriented schemes like ITDA, DPAP, etc., which has a territorial concept. For example, fishermen development agency which tries to concentrate on fishermen of, say a particular sea coast cannot exclude other communities of that coast from infrastructural development it takes up in that coast. Microdevelopment projects for the Tribals, say of the

Rural development

Bonda tribes, is concentrated on Bonda hills of Malkangiri district of Orissa irrespective of non-Bondas living nearby. There is no boundary on individual and community lines in infrastructure developments like Road, Irrigation, Power etc. : they make a general impact on area while benefiting individuals' growth. Primary education benefit the individual and the community. Being borne unequal, the more advanced take earlier advantage of infrastructural developments coming to their area. Only family-oriented schemes delivered within the family confines can target the poor effectively.

Methods & Organisation

Every job has two elements, frame work and personnel. Frame work provides parameters e.g., rules, provisions and staff. Personnel also includes staff, staff which means men who work and men who make others work. For men who make others work, interpretation is the crux. One who has discretion in giving meaning to the rules and guidelines is capable of giving patronage which may take a colour, political based on party or Biradari based on family or caste relations. Unless interpretation is related to objectives, it gives a twist to the work. This acts as a constraint.

Constraints

Constraints in reaching development to everybody are relatable to the men and women involved in the delivery process, broadly categorised into three groups : individual beneficiaries, community beneficiaries and bureaucracy.

Bureaucracy is traditionally viewed as anti-poor, not equipped to look after the poor. Their upbringing apart, they are believed to suffer from a hang-over from regulatory functions of colonial period. The colonial administrators perceived people as a problem for administration, a cost to government and also a threat to law and order. If there was any welfare activity, it was in form of doles. They made disbursements, withdrew from the scene and had no follow-up. Add to it, economic development has been a post-World War II phenomenon to which bureaucracy was not been oriented.

Beneficiaries are also a stumbling block. The rural poor as a community are not conscious of extracting what is their due. Middle men who thrive as a result corner a part of the benefit because transactions are not transparent. As individual, a beneficiary gets obliged to his middleman. Quite a large number of them lack enterprise and long-term perspective, thus while away the government offers instead of turning them into assets.

How to overcome constraints

First step in overcoming these constraints is strengthening organisational structure. It is not just changing nomenclature. Renaming a primary cooperative society as a large-sized multipurpose society, in short LAMPS, has not helped. Until tenure and accountability of an administrator/manager are spelt out and observed strictly they would play with the organisation. Long tenure encourages vested interests to develop, which a lack of accountability only heightens.

Next step is provision of proper training of officers at critical stages. Besides in-service training after recruitment, a refresher's course (or development courses) at intervals and work shops dispersed during the tenure, help the manager/administrator brush up his/her knowledge of what government expects of him. There must be a continuous effort to adopt such technology as suits the local needs and to develop interaction with the beneficiaries.

Ours is a noisy democracy. To provide sops to stop the mouths of shouting leaders is the easiest way of handling a demand for local development. Middle men who articulate region's demand for development form a high pressure political lobby. To attend to their noise is not real rural development. People should be heard in their villages or slums, if an administrator wishes to make the rural development programmes a success without fear or favour.

Self-abnegation on the part of leaders is a hall mark of any democracy. Non-interference by persons who are not beneficiaries themselves nor are part of the development process or organisation is

a *sine qua non* of success of any rural development work. While the leaders should behave, management by objectives should permeate every effort at rural development. Rules must be subordinated to results, commitment to goals of rural development.

Case Studies

Some case studies would better illustrate the points made above, how men behind the institution can mar the institution and its objectives.

Case 1. A certain Large-sized Multipurpose Co-operative Society (LAMPS) sanctioned a loan of Rs. 1000.00 to Shri Bhagirathi Naik an E.R.R.P. beneficiary on 1 October. It claimed subsidy @ 75% from the D.R.D.A. and received Rs. 750.00 on 15 October. On the same day Shri Naik was disbursed Rs. 898.00 the balance Rs.102.00 being shown as payment of his membership dues and admission fees. A sum of Rs.750.00 was shown as recovered when subsidy was received from the D.R.D.A. A loan of Rs.250.00 is shown as outstanding against Shri Naik. In fact he has been paid Rs. 148.00 out of Rs.250.00 which the LAMPS should have lent him. He would be returning Rs.250.00 plus interest which was 11.5% then. He would, therefore, be paying Rs.278.75. This means he would be paying Rs.130.75 in excess over a sum of Rs. 148.00 he has been actually given. This works out to a rate of interest of 88%, a rate which even the worst Kabuliwala would not charge.

Case 2. A branch of the State Bank of India at a particular village sanctioned a loan of Rs.3000.00 to Shri Sukru Majhi, an ERRP beneficiary for a milch cow on 30 November. On the day the amount was credited to the Savings Bank account of Shri Majhi. The Bank received 75% of it as subsidy from the ITDA on 24 December. Rs.750.00 representing the rest 25% was shown as refunded by Shri Majhi. On the same day Rs.2100.00 has been advanced to the purchase committee for purchase of a milch cow. Rs. 150.00 is kept as deposit in the savings account of Shri Majhi. Normally the ERRP beneficiary is not supposed to pay back his instalment until 6 months

after the purchase of the cow. Three transactions took place on a single day, receipt of subsidy from the DRDA, disbursement of money to the purchase committee and repayment of the bankable portion of the sanction. The Branch Manager has taken care to see that not a single paise is paid from the bank and the entire scheme is financed from the subsidy released by the Government. On the other hand he has made the Bank gain some interest on the sanctioned amount of Rs.3000.00 for the period of a month i.e. November 30 to December 24. Unless it is D.R.I. (differential rate of interest), the Bank would be charging 12 to 18 per cent on the amount outstanding whereas by depositing the said amount in the Savings Bank Account of Shri Majhi it would only pay 5 per cent interest to Shri Majhi. Thus Shri Majhi would pay from his paternal property the differential interest on the entire sanctioned money of Rs. 3000.00 for the period November 30 to December 24. Had the entire subsidy been given as grant it would have been a gain in money for the beneficiary and a gain in worries and time for the extension officers. The Bank has not only fried the fish in its own oil but has saved some oil to increase its coffer. The Bank has charged some fees, as it were, for disbursing subsidy. The Bank has usurped the non-banking role of government officials as subsidy-disbursing agency.

Case 3. In a certain semi-urban locality a branch of the United Bank of India has been sanctioning Rs.1000.00 every year for the last three years to Shri Anil Pradhan for running a grocery shop. He purchases rice and sells it to the labourers in the nearby mines. He has been repaying the entire loan with interest to the full satisfaction of the Bank and getting a further loan of Rs.1000.00. This year he applied for a loan of Rs.3000.00 so that he can treble his business. A new incumbent has joined as the Bank Manager and he is rejecting Shri Pradhan's application on three grounds. (1) If he could not make enough surplus from Rs.1000.00 taken 3 times, he cannot make enough surplus from Rs.3000.00 to be taken at a time. (2) One who has been repaying Rs.1000.00 at a time is not necessarily one who can pay back Rs.3000.00 at a time. (3) He has not enough security for a loan of Rs.3000.00. Shri Pradhan's shop is within a stone's throw of the

Banks' premises and he is a resident of the area and is not likely to flee from a loan. Shri Pradhan is managing his family with the surplus he generates from his business with a monthly turnover of Rs.1000.00 and still pays off his loan dues. If he is given three times the loan the surplus would be more than three times. With a larger turnover of goods he would economise on transport, save time on travels to and fro, and what is more, have a better stock to keep the price line of rice. The Bank manager was so conscious of security of his money that his action militated against promoting a poor family as a small trader in his village, a part of rural development process.

Case 4. A PWD engineer quoted a tender for a road-cum-culvert work. For reasons recorded in writing he accepted the second highest quotation. When the work was not taken up in time, no penalty was imposed. On the other hand, on the pretext of delay in work the contractor claimed escalation of costs. No action was taken in time to forestall his claim. He went to arbitration which awarded the full value of contract on the plea that the men and machinery of the contractor have remained idle for no fault of the contractor. The arbitration which was also conducted by a higher ranking engineer was supposedly defended by the executing engineer. Nevertheless the full contractual value was paid without any sign of work in the field. Ambiguous provisions of the contract, ambivalence of the executive agency and eagerness of the arbitrator - all helped the contractor to get his booty, and of course share it with all those who matter, without any benefit to the country.

Case 5. The State Forest Corporation has been entrusted with the job of economic exploitation of different forest coupes. It is supposed to have eliminated middle men exploiters. They hardly do the exploitation of forest themselves, they have their own contractors, naturally the public exchequer is not getting the whole worth. There are labour contractors, transport contractors and the like. A sizable quantity of timber still go out of forests without account or with spurious permits. Timber sometimes reaches somewhere else than official destination. The Meghal forests, a rich area in Sambalpur

district of Orissa, almost disappeared before a break could be applied. Forest officials know how difficult they can make it for others to apprehend them. However when through an enquiry they were caught, their political bosses who were a party to such pilferage of government revenue saw to it that they are bailed out. In the process millions of rupees at pre-1980 value were lost to the public exchequer and the programme of afforestation was turned into one of deforestation.

Case 6. Revenue Department (department of land administration) is the guardian of government lands and estates. Are they not assisting in increasing the number of unplanned allotment of land, irregular lease, allotment of disputed land to the poor landless who cannot therefore take possession? Laws are interpreted to suit the designs of the officials concerned, encroachments are not prevented at the start and government side is not properly represented in legal suits. It is because some of the men behind enforcement of the relevant laws deliberately put their own interests above the State's.

Case 7. One real life example from judiciary may be given here, of course from a lower level functionary in a southernmost district of Orissa. A *patta* (record of rights on land) granted to one Suna Basak was cancelled by a Revenue Court on the grounds that the impugned plots contained a lot of valuable timber (obviously a forest patch of pre-1980 era). The party appealed to a judicial court which admitted his contention that since he is paying for the costs of trees and there was no protest from the public in response to a general notice issued by the revenue court, further as the government advocate did not have any objection the appellant should get the *patta*. The court not only allowed land, it also permitted him to remove the valuable timber as he was willing to pay the cost of trees as per valuation made while granting *patta*. The litigant had a jolly good time in selling away valuable timber from his newly acquired land (and needless to say, lived happily ever after)

There are umpteen instances of men in charge of institutions and programmes going against the objectives of the Government. This

is more pronounced in poverty removal programmes where a lot of subsidy is pumped into schemes to make them bankable. A substantial number of that body of persons who have power to delay the movement of files, e.g., administrators, bank managers, the purchase committee members, demand a share in the subsidy. Does it make the scheme bankable ?

In industrialisation programmes, the same fate awaits the small scale entrepreneurs, who have to dish out large sums to grease the palms that process their cases for loan sanction or pass the bills. They also meet the cost of boarding, lodging and travel expenses of the men who assess, appraise or recommend the entrepreneur's needs.

Let us take a sample of how a judicial mind can be applied to favour the rich. To accentuate the issues involved when men behind the institution mar the objectives of the institution, an urban example is given here. Of course Sambalpur was not then a city of the type we would call urban. Basing on the report of the Surveyor an encroachment case was started against Mr. X of Gaiety Road that he has encroached an area of Ac.0.0412 out of plot No 839 and 848. In spite of stay order and notice under section 9 of the Orissa Prevention of Encroachment (OPLE) Act, 1972 issued by the Additional Tahasildar, Mr. X was busy in construction of his building. The Addl. Tahasildar imposed penalty as well as daily fine till the date of removal of encroachment made by Mr. X, by his order in the latter part of 1975. The Tahasildar reviewed the order passed by the Addl. Tahasildar, though he has no such authority and said :

'As regards the encroachment on the roadside it is apparently clear from the spot enquiry jointly held that a maximum of only 90 Sq. ft. might have been encroached by Mr. X while extending his balcony. Since the Municipality has demolished the two front pillars, his minor extension is negligible and does not call for deterrent action. Furthermore as per the Dewar Settlement the total leased area was 0.26 Dec. which has been reduced to 0.25 Dec. during the Hamid Settlement because of perhaps incorrect measurement during the course of

adjustment of area. Mr. X has already suffered a reduction of 0.01 decimal out of his lease hold land. Even admitting that the building has extended by only 1½' (one and a half feet) beyond the approved plan of Municipality, it cannot be categorically held that he is an encroacher to the road side land because on the opposite side alignment of the road might not be correct. Hence, in the fairness of things, there is no case of encroachment of roadside land. Therefore, the present proceeding is closed. Consign to Record Room.'

The Tahasildar who had no jurisdiction to review Additional Tahasildar's order betrays his sympathies with Mr. X. He has even gone beyond his court work and ordered to consign the records to the Record Room, perhaps with the hope that nobody would dig up the case. This is an erroneous order as gravity of encroachment is not relatable to the extent of area encroached. In the eyes of law, a sq. cm. of encroachment is as much illegal as a square kilometre. This is a classic example of rich people taking law into their own hand, grabbing land and after presenting 'fait accompli' get it regularised through a willing officer. The spoils of illegal act going to the law-breaker embolden others to break law and get away with it. ☐

Workaholic is not a Healthy Worker

Symptoms

Are you taking all your meals in the factory premises ? Does your spouse get irritated over your long absence from home ? Or does your wife complain that you have not taken her to an evening show for ages ? Are your children faring poorly in the school ? Are you lately feeling pains in your chest ? If the answer to any of these questions is yes, you are a workaholic.

Wrong perceptions

A workaholic believes in doing the whole lot of work himself. He does not believe that he can extract much from his subordinates. Nor does he believe that much of what he does can be eliminated or lightened through proper consultation with the superiors and through proper sharing with the colleagues or proper delegation to the juniors. Sometimes he has therefore to tread the path others have already trodden. Thus he wastes a lot of his time and that of the Company or Government he serves !

Not only he does not trust others, but he does not set goals. He takes targets imposed on him. Till he finishes it he does not relax. For him, work is a continuous stream not to be interrupted for personal comfort. "Work for work's sake" is his motto. An ordinary man works and earns wages so that it brings comfort to his family. If it were not for his family, he would go to the Himalayas and become a Sadhu rather than waste his life as a servant to somebody. But a workaholic becomes a servant to his work, puts his boss's satisfaction over his family imperatives. He appears abnormal to his neighbours. He believes, money is everything for a family. All work and no relaxation makes him a dull man. His wife gets estranged and kids feel neglected.

Following from his habit of being at work without interruption, a workaholic seldom gets feedback, thus gets no scope for improvement. There is no communication with the people below, and little communication with the people above. He thinks he is outsmarting his colleagues by working on his job while his colleagues have gone home.

Workaholics are addicted to work and not results. This is the finding of a research study made by Charles Garfield, Assistant Clinical Professor of Psychology at the University of California's Medical School in San Francisco. His finding is very caustic. He says, a workaholic never makes a discovery, nor writes the position paper nor becomes the chief executive officer. All that he achieves is that he becomes a candidate for the cardiac arrest unit and the divorce court.

Happiness ?

All this does not mean that a workaholic does not feel happy about his job. He works for work's sake and enjoys it. He is happy at work for two reasons. First, because he does not realise his potential. Second, because, he thinks, he is pleasing his boss by working 24 hours a day in the Company or Department. He is more at home with his boss than with his wife and children. If he ever falls ill, he blames it on the boss. If any organisation has a large number of such workaholics, the chances are that the employer/boss is a workaholic too.

Does it mean that a workaholic is not at all useful to the company ? If a person always works, the sheer volume of his output would produce some valuable work. There his usefulness ends. Since he is not himself interested in the result, which he leaves to his boss to judge, he becomes more and more bothered with details. Even when he goes up in the ladder of promotion, he becomes more and more details-conscious and therefore becomes a stumbling block in the chain of performance. He becomes a perfectionist. And a perfectionist by definition is not satisfied with what he does. He feels that others might be doing worse. His concern with details does not make him a good supervisor. He interferes at all levels. He does not allow freedom to the subordinates and therefore he takes away their sense of

responsibility. As he develops a feeling that nobody is working up to his expectation and that he himself is not becoming perfect in work, he develops tension and then hypertension. A workaholic is unable to believe that a person with delegated authority can deliver as neatly as he can. Thus he loses his peace of mind, and does not allow his body to rest.

Not an optimal worker

A workaholic is not an optimal worker. An optimal worker learns to set goals and sticks to them: he has open communication with his colleagues and free flowing feed back from the subordinates. An optimal worker's trust in others' capacity and ability begets trust. He creates an atmosphere in which competence develops and his colleagues and subordinates cheerfully share the responsibility which theoretically belongs to him. It is the duty of every employer to see that a worker does not turn a workaholic and correct him if he shows signs thereof, for a workaholic is not only a bad model of a worker but a positive nuisance to society. ☞

The Erring Boss

The problem

There is a saying
Never go behind a horse
Never go in front of a boss.

If the genus of boss is as much dangerous as a kicking horse, imagine how dangerous the subspecies of erring boss can be ? The animate boss's qualities partake of the inanimate "boss" which means a "protuberance". The real life boss is also a "bulge" in the organisation- he dominates it. He takes the main brunt as "the stud on the centre of the shield". As "a large mass of igneous rock", he is as hot and can burn you as much. As the "enlarged part of shaft", he can beat you to a pulp or make you lie where you are. In that subspecies you usually get a person who pulls the wires in political intrigues. Quite often, the boss shots you get look bungled.

The boss is of course a human being and not an angel. And yet you cannot question your boss, for, like the British sovereign, your boss can do no wrong. Questioning your boss is sedition. Take the story of "Uncle Podger Hangs a Picture" by Jerome K. Jerome. Podger is typical of the species of erring boss, he bosses all his family about before he could fix the picture on the wall, in the process injuring his thumb and making a mess of the job. Your boss is more cunning : he may mismanage the goal but he will surely come out unscathed.

Know the person

But you must know your boss before you pinpoint where and why he errs. Imagine your own position - you may be a subordinate to your boss but you are also a boss to some others. You are either a father figure or a big brother or a master or an authority or a manager. You

are heading a tier in the hierarchy. Analyse your behaviour as a boss. Can you change the skin of a leopard? You can't change the nature of your boss, but you can seek a transfer and change your position. There are few things in life morally more degrading than working with a boss whom you do not respect. The other side of the coin is : if you go on changing your position, they would find something wrong with you and not the boss, may call you a rolling stone. Without any moss you are a green horn.

Purpose vs process

Your boss is interested in doing things right. Mark the words-doing things right. Higher the status, nearer the wavelength with the political master in case of Government, proprietor in case of enterprise. Things are as ordained by them. Subordinates have greater freedom to question whether the activity is right and just. Lower the level the more you are interested in doing right things. There is a hell of a difference between doing things right and doing right things. Boss wants to please somebody or somebody's somebody. He wants you to put up papers to support it. He is doing things right, observing all procedures, but not doing right thing, he has motives. In your view the boss is committing mistakes. If your boss is erring intentionally, your suggestion at correction would be taken as an affront. "Can you wake up one who pretends sleeping?" Even a right thinking boss can be vindictive, what to speak of an erring boss! To err is human. When the boss errs, he is not becoming inhuman - when he tries to enforce his error.

How then do you deal with an erring boss? You have to train your attitudes and tune your thinking to his wave-lengths. It is through the boss that promotions, increments, foreign trips and similar awards have to come. A boss can be a vital resource available to you. Use it to your advantage. You are not a Sadhu. The best place for a Sadhu is the Himalayas - you are not the type to go and meditate there! So long as you want worldly pleasures, see that the boss is kept in humour. It has its perils, for you do not live by bread alone. You may someday rise to the subspecies of bosses and would be similarly derided by your subordinates. Why do you then feel that the boss usually errs?

Roots of erring

A boss errs primarily because of inadequate information. He is human and is not expected to know all that is in the world. An old story illustrates it, albeit a bit exaggerated. An office put up a note for purchase of a grease gun for better maintenance of office jeep with economy in home-servicing. The boss would not simply allow violation of Arms Act. How could he allow purchase of a gun without a licence? Do not laugh at your boss. He might make you cry. He just did not know that the device to pump grease through various nipple points of a vehicle is given the sonorous title of a gun. Take another real-life (not wild-life) example. A recording party of a radio station recorded the roaring of a tiger as a part of their programme on wild-life preservation. Expenditure was booked in various bills. But the boss would not pass the bill because the dealing assistant pointed out a mistake - that in one of the bills the artist's signature had not been obtained. Don't be wild with your boss because you could not obtain a signature from the wild tiger. You have flouted a rule of GFR (General Financial Rules).

The boss errs because of the conditions in which he lives. His age, his ailing condition, his attitude to duty, his kleptomania, his philandering, his being a gourmet, - all these interfere with his judgement. A senile boss is out of touch with the world. He forgets that one day he was a happy-go-lucky young man and a doting husband. Now he finds office or factory premises a safe haven from his nagging wife and demanding children. He thinks, his subordinates should also spend all their waking hours at office. If you don't, you are insincere to him, not to your wife.

Types of bosses

There are two types of bosses in general. One is "reading type". You should not approach him with oral presentation. Always go with a written memo. But see what length he prefers, long note or short! A short-note-boss frowns upon a 5 page note and throws the file, saying - "It is double Dutch to me". Unwilling to read so much, he comments that the subordinate is not clear in his thoughts. For a

long-note boss, a short note invites wrath because you have not studied the matter well. How else can you write so little? Then there are "listening type" bosses. The worst offence you can do to him is to go to him with a long memo. He will simply not go through it. You must not only digest the matter, but be a good speaker. Otherwise you lack clarity in expression.

A boss sometimes draws unreasonable conclusions. He who thinks that the subordinates have to be guided and supervised at every step would certainly poke his nose in every item of work. His interference kills delegation. If the District Magistrate goes to check smuggling what would anti-smuggling guards do? Some bosses require personal attendance. Non-attendance is taken as "I don't care" attitude. He just does not want to listen to your reasons for non-attendance. Worse, if the boss has no individuality but is tuned to another boss. If he is tuned to a political boss, his opinion varies with every pull of the string. You must be prepared to run a pair of scissors through your note-sheet and paste a new one, now and then. In a bid to ingratiate himself with his boss he would not hesitate to ditch you. If the other boss is his wife, your equation with her would determine how the boss behaves with you.

If you are in a field organisation, beware of your boss on tours. See where his eye is: on women, wine or food? On the first, the less said the better. About drinks, get help from a connoisseur. On food front you can do something. The shortest route to one's heart is through one's stomach. There are examples of senior officers getting angry just because he did not get a gourmet's delight. Unpalatable food brings out unpalatable behaviour. Some have pronounced preferences. If he does not get tiger prawns he might behave as a tiger, and find mountain in every mole hill.

Mannerisms matter

Every boss has his own way of passing orders. You have to understand it. It is not necessarily written word. When I sign in red ink it means 'do what I have ordered'. When in black, it means 'you need

not act as I have ordered'. Red signature means "Yes" and a black "No". Why can't you people understand my orders clearly, your boss would say. It is not the boss who errs in his orders, it is you who err in your interpretation. Your boss may be overstating his position but you have to be understanding. Since you can't cure your boss you have to endure him, (maybe her). In case of a political boss who would be ringing you off and on to do this or that, sometimes repeated phone or personal talks mean he is really interested, a call or two at widely separated intervals mean he is not so much involved but doing the call at the insistence of the person concerned who is sitting before him then and there. His manner of speaking would also betray his sincerity of request. Remember, oral requests from above are generally illegal orders, or else he would have sent a written order !

Boss as a weapon

Sometimes the subordinates encourage their boss to err on the side of excesses. In the early eighties a boss in a public sector steel plant had a habit of going to the swimming pool at a particular moment. Lo and behold ! a bevy of ladies, sometimes a dozen, would be standing on the brim of the swimming pool. Once upon a time, as the story goes, a subordinate got his promotion by making his wife stand and applaud the performance of the boss. Now ladies queue up on the pool side - each hoping that she might get a good chit for the husband. If Tom has used this technique for promotion, why should Dick and Harry not use it ? You, as subordinates, then, are encouraging your boss to err. Bosses are bosses, they have a divine right to err, and you have holy duty to revere.

Remember the other side ! If you feed this divine right, it is you who will burn your fingers and whip up further the fire in your boss. ☞

Organisation : Concept and Analysis

Why do we need an organisation ?

As human needs became complex, a single labourer could not meet varied demands. Society facilitated division of labour and often a village consisted of different professions in order to be self-contained, each profession later stratified into castes. Specialisation which allowed greater skill and speed in performance of duties and makes it possible to develop to a high degree the techniques peculiar to the needs of the job degenerated into caste system. In processing and manufacturing industries, specialisation greater skill and higher speed in performance of jobs, at the same time it called for a greater integration of individual jobs into a wholesome product. Specialisation warranted interdependence. Organisation is a tool with which the management makes this interdependence meaningful. Organisation is a plan according to which different qualities and capacities of many persons are fitted together so as to form a working machine.

Design principles

Organisations are structured as per the qualities they require:

it gets a functional structure i.e., a small organisation if work is done on a specific skill;

it gets a federal decentralisation if big organisations, e.g. government, require a structure based on decentralised structure linked to a federal centre;

it is a team organisation if works are based on specific tasks but coordinated to form a whole, calling for a team spirit;

it is a simulated decentralisation if the structure is too integrated to be genuinely decentralised or the organisation cannot be broken into decentralised units which have nevertheless to be delegated sufficient authority;

and

Organisation

it is a systems structure if works are spread over a large area and requiring varied skills at different centres and yet calling for an organisation to integrate them into a meaningful whole. It has to contain team organisation and simulated decentralisation. The Department of Space in Government of India is an example. It has a large number of autonomous units, large government bodies, research centres and scientists, profit seeking business, universities etc.

In public administration, works are grouped and arranged or allocated among departments which are organisations based on certain well-marked principles :

1. a hierarchy or scalar principle (single head, broad base, lines of command running from one to another below)
2. responsibility of each employee to the Chief
3. departments or principal subdivisions on basis of function or purpose under the Chief
4. number of departments limited to permit the Chief a span of control
5. each department self-contained within the mainframe
6. staff services
7. (in large organisations) auxiliary activities like personnel & finance under direct control of the Chief
8. distinction between line and staff.

Where management is by objectives of the organisation, there is a constant flux in the structure of the organisation. Structure is shaped according as we view it, whether from mechanical angle or humanistic angle.

How shaped

An organisation has four elements : activities, defined roles, management and rules to govern interdependence. Related to them, key activities analysis, contributions analysis, decisions analysis and relations analysis determine the shape of organisation.

(i) Key activity analysis:

Organisation is not so much 'mechanical' (assemblage of

functions) as it is organic: it starts out with the desired results, hence with the load bearing parts of the structure: the key activities. In what area is excellence required to achieve the organisation's objectives? In which areas would lack of performance endanger the results?

(ii) Contribution analysis:

It has many facets, depending upon how the management wants the organisation functions, viz.,

- (1) result producing activities (revenue earning, medical care learning)
- (2) support activities (do not themselves produce results; e.g. con-science or staff action or legal advice)
- (3) house keeping activities (e.g. hygiene, they have no contribution, but malfunction in those areas endangers the objectives)
- (4) top management activity.

(iii) Decisions analysis :

Decisions have 4 characteristics -

- (1) futurity (how much into future it commits)
- (2) impact on other functions/areas/whole of organisation
- (3) qualitative factors, e.g., ethics, social and political beliefs
- (4) recurring or unique or rare

Matters like suspending an employee - dealing with a person - need to be decided at a higher level. Applying the rule to a specific case - is to be decided on a much lower level.

A good organisation allows decisions to be taken at the lowest possible level and as close to the scene of action as possible. Managers should be high enough to have the authority needed to make a decision typical to their work and low enough to have the detailed knowledge and the first hand experience, where the action is.

(iv) Relations analysis:

Where should a specific component belong? With whom will the manager in charge of an activity have to work? How does he relate

his activities to the manager in charge of other activities and what he expects in return?

Basic rule is to build the least possible number of management levels and forge the shortest possible chain of command. Any additional level makes more difficult the attainment of common direction and mutual understanding. A common example comes from telecommunication where any additional relay in the communication system halves the 'message' and doubles the 'noise'.

A monastery (*Math*) is a typical organisation where one man's voice is the rule and his choice is the successor. 'Mahant' & 'Chela' theory would not apply once the public acquires an interest in the affairs of the 'Math'. A Raja chooses successor by birth and not on merit, because there is no rational management in a kingdom. If a political party has no rules to avoid nomination of relations by the Chief, he would choose his son or son-in-law, daughter or daughter-in-law as a candidate for election to the Assembly/Parliament and on his ward's election (which is a sure shot in the party-based campaigns) see that he deputises him in all major decisions and thereby become the *de facto* Chief of the Party or an extra-constitutional authority. "Crown princes" are hand-picked for promotion to the highest post if the Chief of the organisation has no rules to bind him down. Rules of the organisation provide for rationalisation of pay scales and reasonable number of hierarchies of promotion to attract best candidates for particular jobs.

Ideas getting old fashioned

Organisations are no longer being created on traditional principles like "typical function" or "line and staff." They are old fashioned. Nor do we any longer make organisational changes on the basis of a chart - a clean triangle or pyramid.

Too many meetings attended by too many people is symptomatic of a poor organisation. When directions/delegations are not clear, the manager calls a meeting. When a manager comes to a

meeting with his assistants he is not well versed with his work. In an inter-departmental review meeting, in spite of the notice saying that Secretaries should not bring their deputies, some Secretaries bring their Financial Advisers or Deputy in charge of monitoring to help them, do we say, with figures. As an ideal machine should have a single moving part (for, without any moving part it is not called a machine), an ideal organisation is one which can operate with an occasional meeting. An excess of meetings indicates that jobs have not been defined clearly nor structured big enough and that managers have not been made truly responsible and further that decisions and relations analysis has not been applied. If we are not concerned about what other people think, ours is a bad organisation. Good human relations are not to be taken for granted. Constant anxiety stems from overstaffing or excess activities. If we have coordinators and assistants (whose job is not to have a job), ours is malorganisation. Coordinators and assistants are not organised on skills. Are not they redundant? The desk officer system has not caught on. Peter Drucker calls it "organizitis" - a disease which sets in if the organisation structure fails to come to grips with fundamentals like size and complexity of business or complexity in its objective and strategy. Nevertheless reorganisations should be sparingly done. Any reorganisation is a surgery, even a minor surgery has risks. No organisation will ever be perfect. Therefore no reorganisation should be demanded on minor ailments. But reorganisations are taken up in our state and in our country in a routine manner, at least as a follow-up of a pay commission or a committee's report. 📖

Management : Principles & Techniques

Management is a 20th century word. Pre-1900 society was an association of families and Government, as an organisation, loomed large on the horizon. Today society is a society of organisations - organisations for everything one can think of, organisations of every size and shape one can imagine. They are to be managed.

A family or kingdom is based on what is called a 'Hardskin' approach, head of the organisation was the most important element in management. We have moved away from the stage of 'Hardskin' to 'Skeleton' approach; from the concept of 'boss being more important than performance' to 'performance being more important than the favour of the boss', a situation where everyone shares in responsibility for performance. Whoever take responsibility for the results and performance are managers - they may not have subordinates and may be managing only themselves.

Concept

Yet 'manager' is not an adequate term. There are administrators, superintendents, Commanders, Chief Executives etc. who do similar job. In all institutions - Departments of Government, hospitals, army, private or public company - there is a group of people whose task is to manage; make institutions perform. To distinguish their work from the work a manager in private organisations does, they are now called 'public managers'. Institution or organisation is a fiction; a legal or accounting reality, not a social or functional reality. It is some people who do or rule.

Management is an American term, it denotes a function, also the functionary; denotes social position and rank, also a discipline and

field of study. But without organisation there is no management and without management there is no organisation. We have over the years thought some families owning big business houses as the epitome of good managers. Tatas or Birlas or Goenkas were family of owners and also managers. It was alright when adequately educated individuals were not available outside the family. It was a mediaeval system of primogeniture on which the zamindars, kings, aristocrat-capitalists and tycoons depended so that property did not go outside the family. It is as good as the caste system in which the eldest child follows the head of the family as the best manager in running family's profession. A father's son/daughter may be legal heir for family's property, but would not be a good manager. No wonder the zamindars had *gumasthas* and kings *dewans* to run their business or estate. In any case an organisation which has social responsibility built into it or stiff competition all around it requires professionally trained managers. Needless to say that today's enlightened society is increasingly depending for leadership upon managers of its major institutions - on their knowledge, vision and responsibility, a task no legal heir can carry out.

Ownership vs. management

Management is independent of ownership, rank or power. Its sole criterion is responsibility for performance, which presupposes anonymity of managers. Manager may be an owner, but that ownership is incidental to his main job of management. However being a manager cannot be incidental to ownership.

Theoreticians on management always begin with examples from business; of late they are showing a growing concern in nonbusiness institutions for examples of good performance. Though a good number of writers treat business management as lending itself to a measurement, because profitability, so far treated as the hallmark of business, is amenable to a measurement. They define profitability in terms of cash flow, a definition many social activists now dispute. It is not entirely correct to think that non-business managements are not amenable to any measurement of performance and that opinions

alone are their measure and that opinions are an inadequate foundation for a discipline. A number of writers who still depend on business organisation for a proper study of management are finding parallels in non-business or service sectors in the changed atmosphere of liberalised economy.

No class struggle

We tend to think of two classes in any industrial society : managers and workers; administrators and clerks. This idea is dangerous and fallacious. Majority of professionals work as non-managers in the sense of making the organisation work, and also as non-labourers in the sense of doing physical labour. They mostly form the middle rungs or class, though employed often as "part of management" without being managers, or as workers without being proletarians or exploited. A good example is the knowledge workers, people who deliver their know-how or do research with a view to help the organisation to serve their clientele better, whose concern is not how much they produce but how much they direct their attention to the right product or result.

Legitimacy

If the managers are not the owners, how does management get its legitimacy or authority ? Marx's dialectical materialism does not help us. Management does not flow from ownership, though it started from there. Management has to be performed professionally and in the interest of the enterprise rather than in the interest of the owners, whether it is owned by one man, by Government or by anonymous multitudes of millions who have a diluted stake in the enterprise, say through shares or insurance policies or future pension claims.

An organ only

Management divorced from the institution it serves is not management. People use the term bureaucracy in a derogatory sense because in their perception bureaucracy as a management has come to misconceive itself as an end and the institution as a means. But then, bureaucracy in the sense of permanent elements in the government

includes every shade of employee, right from a chowkidar to an engineer to a secretary to Government, every one of them is not a manager. A means becoming an end in itself is a degenerative disease to which all managements are prone, more so those that do not stand the discipline of market test. First priority of any effective manager is to prevent this disease.

Four dimensions of management

(1) Economic : economic dimension demands achievement of specific purpose and mission, or specific social function. In the liberalised atmosphere following the collapse of communism in the erstwhile Soviet Union, the interest of capital rather than that of the labour is the uppermost.

(2) Human : human dimension warrants us to make work productive and worker have a sense of achievement. First is essential, but second is no less important. We have to treat human beings as such - they have physiological and psychological abilities and limitations. It is a peculiar resource requiring motivation, participation, satisfaction, incentives and rewards, leadership, responsibility, status and function. Whether a machine driver or the managing director, a worker must be satisfied through his achievement within the enterprise. Management is the activating organ of the enterprise.

(3) Social : Social dimension is visible in the social impact and social responsibilities. None of our institutions exists by itself, nor is an end in itself. It is an organ of society and exists for the sake of society. Not being good for business or good for government, it can be justified only as being good for society. Buddhist monasteries - removed from society - went into wilderness and became unsuccessful in achieving their objectives, that of spreading the messages of Buddha. Hospitals are not for nurses and doctors. Government is not for officers and clerks. To forget this is mismanagement.

(4) Time : Every thing has a fourth dimension, that is time, both in short run and long run. We are irresponsible managers if we

risk disaster this year for a grandiose future or see immediate profit by endangering long range health. Hence periodic plans must overlap, sustainable growth and ecological balance become key concerns. New projects require huge investments and constant upgrading of technology and have therefore longer gestation period, a period which is steadily lengthening. Break-even or pay-off period often runs into a decade or more. Thus we commit ourselves to the future. If in that context there is delay in implementation of projects, obsolescence may take over and the cost rise.

Administration vs. management

In a traditional sense, to administer is to manage and improve what already exists and is already known, and to manage is something more : to redirect resources from areas of low or diminishing results to areas of high or increasing results. Manager throws away what is obsolete. Manager distinguishes between efficiency and effectiveness. Efficiency is doing better what is already being done, it does not mean reallocation of resources. Effectiveness is optimizing, getting the most out of given resources: creating a new tomorrow. In this sense, modern administration is moving towards management and administrators are becoming *public* managers, though the traditionalists are still not reconciled to the fact that a bureaucrat could be called a 'manager'.

Work of the manager is to innovate, to see that business continues beyond his life-time. For him, "structure follows strategy". He manages by objectives of the enterprise and ought to be solely guided by these objectives. Liberal democracy with emphasis on minimizing the sphere of public spending presents an atmosphere in which managers are being created out of administrators, officers, engineers, agricultural experts and desk officers. Creation of a human resources department and emphasis on training of officers at all levels are steps in this direction. But the climate is wanting : any government officer cannot innovate. Some at the highest level can and do innovate, at least suggest innovation, generally getting them approved by the Board of Directors, i.e., the Cabinet in a parliamentary democracy. In

their "little" jurisdictions, an officer can and ought to undertake a "little" innovation that could maximize the achievement of the objectives of the Government. Even a field functionary has some discretion which if he correctly uses would ensure delivering requisite services to the genuine beneficiary as contrasted with political patronage which comes into play if he closes his eyes to the rule of law.

People do not tolerate delay and delay, is not "business-like". Governance has a social purpose and the officers/administrators/controllers are the managers, some call them public managers, to distinguish them from managers in private enterprises, for, they now face the same tasks as the manager faces in a business: (i) to make work productive and the worker achieving; (ii) to manage the organisation's social impacts and (iii) to discharge its social responsibilities. Public servants equally face the challenges of innovation and have to manage growth, diversity and existing complexity. 📖

Public Relations in the Context of Modernisation

Need

When we say, he has a good public relations, we mean, he carries people with him. This, in fact, is the essence of public relations : the art of getting activities approved by the people; maybe the public at large or the clientele in proximity.

There was no need for public relations in Government in olden days. By words of mouth the King was projected as the son of God whom the subjects were to obey. It was business organisation which started public relations as one of their duties to promote the sale of their products. When the 'Divine Rights' of kings and emperors came under question, the Rulers adopted a propaganda drive for self-preservation. Still it was not public relations until the citizens took upon themselves a right to analyse each and every action of the Government.

Edward Banreys, by the title of his book "The Engineering of Consent" suggests what public relations is. It is an attempt to engineer public support. The support may be for an activity, a business, a cause, an improvement or an institution. The means are information, persuasion, adjustment etc. In short, it is promoting good will with the public, the community, the employees, and above all the customers.

Public relations has therefore 3 aspects :-

1. analysis of public interest and ascertainment of public attitude,
2. identification and interpretation of policies and programmes accordingly, *and*
3. a programme of action to merit acceptance and good will.

Expectations:

In other words, when an organisation fulfils the expectations of every one around it, it has good public relations. Employees want job satisfaction, community wants amenities, share-holders expect good return on their investments, Government wants unhesitating obedience and voluntary payment of taxes, suppliers want prompt payment and fair dealing, consumers want good product and beneficiaries expect good service. Once these are recognised, the organisation gets the responsibilities of executing plans that would fulfil these expectations, and fulfil with speed and despatch. That is why we talk of modernisation.

Government versus nongovernment

Why do we want speed and despatch ? Wants are unlimited and people are growing in number. Multiply these two numbers and you get an astronomical figure. And that is a simple multiplication. If we see permutations and combinations, it is beyond normal comprehension. But one's life span is limited. If some wants cannot be satisfied for the time being it has to be explained. And that is public relations. A democratic Government wants blitzkrieg in public relations - its life being about 5 years, it wants to create an image congenial to coming to roost for another 5 years. Hence the need for hi-tech public relations.

The strategy is the same whether it is a government or a non-government organisation. Even when the organisation fulfils the expectations, if the fact is not known to the bodies concerned, that is, if the public is not understanding, the gap between the aspirations of the public and the performance of the organisation would apparently widen. It is to erase this gap that public relations are tailored. But public relations are not a one time affair, called into question after execution of a plan is over or when a gap in communication is noticed. Public relations is a continuous process, coterminous with monitoring of the projects in hand. As soon as some defect is noticed, the public relations man jumps to the field and explains to the clientele. Let it be remembered that modernism is catching on not only on people, but on

their fashions too. They are shedding blind beliefs and not accepting things without reason. If products are not worth the price, if actions are not honest, no amount of public relations would work. Image building, the task of public relations, cannot be undertaken if the basis of the image is absent. Public relations can enlarge and expand the good work already done, but cannot create something out of nothing; it can make a man more than his life-size, but cannot create a life for the man. Telling lies boomerangs. People soon see through the game.

Modern communication

The science of public relations is based on the art of communications and the art of communication presumes that the receiver and the giver are on the same wave length: one understands the other well. The first criterion, therefore, is that the organisation must present itself in the language of the listener or reader or viewer, as the case may be. Visual language leaves a lasting impression.

In case of public relations, the art of communications sometimes takes the form of advertising. We say even if nobody wants us to say. In other words we create demand. That is advertisement. The phrase 'good will advertisement' is a misnomer. It only creates good will on the persons who take the payment, but creates a lot of ill-will among people who are refused such payments.

All advertisements have a message to give and a target group to reach. Besides writing in the language of the target group, the advertisement must be true to the product/service that it seeks to sell. Once people sense that the organisation has taken out an advertisement on false or exaggerated premises, they tend to disbelieve all other advertisements too, even if some of them are very honest. It is the story of crying wolf when it did not exist and when it did come, crying wolf did not elicit any help. A glaring example of communication not bearing fruit is the series of advertisements released by Congress (I) before and during the 1985 election campaign on the theme "My heart beats for India". People pooh-poohed the Door Darsan when it telecast the ruling party's message of honesty and good deeds ! People tended

to disbelieve even good hand-outs as Goebbels-like repetitions, in spite of some of the best brains in public relations being at work. Like advocates who try to prove black as white there are advertising agencies who are experts in conveying a message where none exists, or white-wash the defects that the organisation has. Quite often it does not work.

The media for public relations communications are the Press, the Radio, the Television, Films and out-door hoardings and exhibitions. The T.V. set becomes "Idiot Box" when it comes to making election propaganda, it has not been able to make fools of voters. But that does not whittle down the importance of audio-visual tools, for they are the 'in' things. Our Door Darshan caters to almost 80% of the population. But all telecasts are time-bound and programme-bound, a deficiency which could be cured by mobile video vans and people approached at odd hours. Programme-flexibility can be had by film displays. Weave the public relations programme into a popular film show and you get a captive audience. Facilities are now available to show 8 different pictures in 8 segments of the same screen and audience cannot avoid listening to your publicity interwoven into it.

Participative communication

There is no better way of impressing one's image than bringing people to participate in the product/services the organisation has. Open exhibitions provide such an opportunity. In the days to come, one will get smaller and smaller space for mounting an exhibition. The message, therefore, has to be pointed and more hi-tech, able to catch the imagination of the viewers in capsule form. The exhibits must be understood by common man without a prompting guide. Exhibits must be designed in such a manner as to rely on the equipments the rural folk uses in his daily occupation.

Public relations has become a profession. The type of education the Universities now provide on public relations is geared towards a development of the personal ability of the candidate in projecting the image of his organisation. There is less emphasis on the tools he uses. As the science and technology advances, the tools of public relations

become as quickly obsolete. It is not only to attract people's attention that one has to adopt hi-tech means of communications but it has to reduce the cost, to reach out quicker and to simulate the real conditions in the product or service that hi-tech means of communication are necessary.

Professional ethics

There is an international code of ethics for public relations. It is called the Code of Athens. It recognises that a person has a mind and gives human dignity its due. Public relations man should not, therefore, rely on communications which is immoral or amoral but to conduct himself in such a manner as to deserve and secure the confidence of those with whom he comes in contact. In a sentence it means he should not subordinate the truth to other requirements. Nothing should be done which are not based on established and ascertainable facts or which do not raise the level of human dignity and integrity. In other words, manipulative methods should not be used, as it tries to modify the subconscious motivations of the individual who thereby loses control of his own free will. In short, public relations should not be lost in commercial advertisements. To show that girls are attracted to a boy in a particular brand of suitings or that children grow better in a particular brand of food, sweets or toys, or that the country is in the safe hands of a particular political party is to impair human dignity and judgement. Discerning people see through the motivations and do not easily get brain-washed. When reality is black no amount of public relations drive would white-wash it. No wonder, Ruling Parties fail to win another round of confidence of people in spite of having an iron grip over the State-run media and umpteen publications.

Modern citizen may have less time to spare for the State's activities, but is more conscious, more analytical and more discerning than his predecessor. Modern gadgets are making common man and woman functionally literate. Simultaneous access to more than one source for information has provided opportunity to distinguish chaff from the grain. Since trust begets trust, howsoever modernised we become, our efforts should still be based on the same old niche of honesty. 📖

Administrative Leadership

Leadership

It is a mystery of a word. Everybody understands but cannot describe it sufficiently; it is a quality not susceptible to measurement. Why does a person stand out from others in such a way that many are willing to accept his direction and follow him even at the cost of the greatest personal discomfort ? It is not charismatic personality but some behavioural traits that make a person a leader. Simply said, he pleads "come on" and does not command "go ahead". No problem is difficult for him.

It is animal instinct to follow a leader. Leadership provides protection and unity to the group : protection as the leader has proven might and unity as the leader provides a simultaneous response to the danger whenever the group faces it. And that is the survival of the fittest. Stronger the instinct to follow, longer the group survives. Man has rationalised this quality to organise his society, form political association and increase productivity of the group. For a human group too, leadership provides protection to the followers with his/her ability and foresight, and unity to the group of followers as he/she provides a simultaneous response to danger.

It appears contradictory that while biologically there can be only one leader, we are asking every manager to cultivate qualities of leadership. If only one can arouse our instinct of following, how do we expect every manager to develop qualities of leadership ? It is no contradiction if a manager becomes a leader of the group of people he works with. Hidden instinct to become leader can be brought to open and personality to push ahead can be cultivated. Biologists would say, personality is innate ask, can you change the personality of coal which

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is black and heavy? But magnetism which personality exhibits can be cultivated - it is like a broadcasting station which makes itself known and people hear the person.

Different fields require different classes of leaders - religion, science, political - but they have some common qualities of leadership: just staying ahead of the followers. Qualities of leadership have nevertheless some common characteristics:

1. Lead :- Leader must be ahead of his followers - but always at a short distance, to be able to sense the common interests and desires. If too far removed, (out of sight) he may no longer be guiding them. Failing to sense the common interest of his folks, Christ was stoned, and crucified. Leader is not a dreamer.

2. Take initiative :- He starts things ahead of what the group would soon think. Leader is not so original as not to find common ground with the followers.

3. Be courageous: - A leader has physical, moral and mental courage. He takes responsibility and is not a buck-passer. He must be the first to tread the path he shows. He is not afraid of tradition and precedent. He is not afraid of committing a mistake. Followers would invariably overlook a mistake or two.

4. Deliver quick and accurate judgement :- A leader has ability to analyse, classify and draw a conclusion most quickly and announce his decision most firmly. Accuracy in some decisions inspires confidence in his judgment in general.

5. Adopt "good fellow" tactics:- This quality is more applicable in politics, though we know they are strong, silent men and women.

6. Be a good organiser - For his leadership to be permanent a leader has to be a good organiser. Leader finds a way to make his habits those of his followers. A leader is an organiser and a craftsman. He standardises (orders the form of) the relations of a group so as to further group interests.

7. Inspire enthusiasm :- A leader manages by objectives of his organisation. As like begets like, his qualities are reflected in those who are near. He so thoroughly converts himself to his work that his enthusiasm reaches a height where it overflows and infects others.

8. Display superior intelligence:- He displays superior

intelligence and yet knows that this quality alone is not enough. A great scientist or mathematician is not a leader, though he/she tops the mental pyramid.

Each of these qualities supplements other qualities. Leadership is a complex mixture of all eight qualities, but a great number of them can be acquired through training. Correct decisions to be taken continuously requires so vast an amount of facts as is beyond the capacity of an individual mind. Administrative leadership must acknowledge it. A leader in administration values more how quickly he finds out the maximum number than how many he personally knows. A leader must know where he can find references, and not learn by rote. Naturally he uses staff, research and development wings, specialists etc. to the optimum advantage.

Delegating phases of leadership

As vast amounts of facts are to be digested in order that correct decisions are delivered continuously, a leader knows, while accepting responsibility he has to delegate. He delegates in phases as and when he finds suitable persons and thereby multiplies his strength. His principle is : do not do the actual work yourself - allow each one most able to do it to do it.

Delegating, supervising and systematising:

A leader imparts service idea to his group. He divides social responsibility and obligations among his seconds in command while he himself looks after the welfare of his subordinates.

New spheres of leadership

Modern age has thrown up major social problems and major social issues which our predecessors did not imagine of. Priests and landlords are no longer leaders. Leadership is now being taken over by

- i. Sarpanch (an administrator executing village level works)
- ii. B.D.O. :- looking after and giving a lead to people's problems, and
- iii. Other field functionaries up to Collectors and Commissioners.

Leadership

Darbar concept crept in during the Emergency declared by Mrs. Indira Gandhi. A system of Grievance Cells was introduced in all offices of government. It was a reaction to growing disenchantment with routine administration. 20 point programmes were introduced to impart a new sense of urgency to administration. This was a new dimension to the management of social impacts and public relations. It threw up a new avenue of leadership, that of image building for the government. Not only in government offices, but in private sector management grievance redressal became the order of the day. Social responsibilities acquired a new connotation and private sector managers were asked to show leadership in area development and shoulder a part of government burden.

Then there is functional leadership within the group or office or department. Its aim is to achieve effectiveness, that is, get the work done and achieve efficiency i.e., to get the maximum benefit or output. The new twist is to get the followers/subordinates committed to the objectives of governance, a new type of enthusiasm and involvement which is not mercenary, i.e. related to salary and salary alone. 📖

Group Dynamics and Planning Process

Planning is a Soviet concept, borrowed into our system by Pandit Jawaharlal Nehru, the first Prime Minister, who was impressed by the phenomenal progress the erstwhile Soviet Union apparently made through the State intervention in the development process. An authoritarian element was infused into our democratic pattern to give accelerated growth to our economy. But it had to be compromised with the principle of public participation inherent in a democracy. Hence a centralised machinery of planning had to fuse with the democratic concept of sharing powers with the people. Result is decentralisation, - territorial into State, District, Block and Panchayat and popular into Assembly, Zilla Parishad, Panchayat Samiti and Gram Sabha.

Plan machinery

The Planning Commission has eminent citizens, experts in their fields, as members. It formulates 5 year plans, and annual plans as links in the 5 year plans, for the whole country. The State Government have their State Planning Boards which also consist of some eminent citizens, known for their scholarship, to aid and assist the Government in formulating the 5 year plans in the State.

About 80% of our population live in rural areas. In any development effort, rural development has to loom large, though there is a substantial element for urban areas in the overall development plan. When a plan process is decentralised territorially it means interaction at levels relevant to planning and execution of works and necessarily means participation of people at the local level, in other words, group dynamics.

Group dynamics

Human dynamics in a group is complex. A group assigned to a particular activity would nevertheless have a discernible pattern, less complex than if the whole development process was considered. Rural development without any effort to infuse capital into the hands of the poor families would only carry coal to New Castle. Rural development has now therefore three prongs :

- (i) family
- (ii) community (category of population or territory), and
- (iii) infrastructure.

People involved in the process are not the beneficiaries alone, whether the family or the community, but financing, administrative and political elements too. In any work done as per rules and regulations, which government programmes are, interpretation is the key, it is the prime mover, sometimes the whole thing. Interpretations vary with the type of benefit the agency gives and the return it wants : they fall into two groups, financing agencies and administrative machinery. In democracy no group activity is conceivable without political elements taking part therein. Thus the group dynamics in rural development has four groups of actors : beneficiaries, financing agencies, administrative machinery and political elements. Politicians come into picture as it is these men who generally make things move and see that adequate provision is made for their constituents.

In between the work and the beneficiary come the rules, the executing staff and the middle men. Middle men may or may not be political. What to talk of educated persons who fumble in the maze of laws, rules and executive instructions, illiterate individuals (even community leaders) are not conscious of their rights and therefore unable to demand what is their right. Knowledge of their rights apart, they lack in enterprise and initiative. Middle men therefore step in : to articulate their rights, their needs and their demands. The middle men know, it is the noisy who get the priority in attention.

Decentralisation in Theory & Practice

Decentralisation has not gone to the grass-roots. It has stopped

at the district level. With the launching of three tier Panchayat Raj system, it is hoped that decentralisation would percolate downwards. So far the District Development Boards and District Coordination Committees are rudiments in the direction of decentralisation. District Level Coordination Committee on Banking is a persuasive body only. It cannot enforce its suggestion or decision on any financing institution. In the end the decentralisation means what the top willingly shares with the tiers below.

The State's Planning Department decides priority, allocates funds among various Departments (generally allowing a 10% rise over the last year's plan allocation), and departments make divisions and subdivisions. These are mostly paper works. State Government through its Planning Department enforces allocation Department-wise (i.e. purpose-wise). The Departments make similar district-wise break-up. The district has little say in the whole process. Receiving end is in the dark of what it expects.

Role of the District Collector

The Collector does suggest some important projects particularly in the field of Minor Irrigation and Road Development. The District Consultative Committee on Banks, of which the Collector is Chairman, and sometimes the lead bank, produces a master plan for the development of the district and accordingly makes a credit plan. Rarely is it acted upon, except perhaps in case of some small industries. Lately the Collectors are being increasingly associated with poverty amelioration programmes. The Government has stipulated that for identification of beneficiaries a village level committee or a Panchayat Samiti level Committee or a district level committee, as the case may be, would screen the prospective beneficiaries. These are target-oriented. And the targets in our country, more often than not, are in terms of numbers covered and not of qualitative benefits accrued. Whether it is ERRP, NREP, RLEGP, IRDP, DPAP, Rehabilitation of Bonded Labour, Assignees of ceiling surplus land or the Community development programmes, the Collector is the pivot, though much discretion is left to the blocks or the Panchayat Samitis.

One example of Economic Rehabilitation of the Rural Poor (ERRP) would suffice. It involves so many agencies and plan segments (extension agencies in agriculture, dairy, irrigation, industry etc., financing pattern like loan and subsidy, tie-up with procurement and marketing agencies, follow up services) and each handled by a different set of officials controlled by a separate set of rules or department that the scheme would not take off unless an officer takes it to his heart. Poverty amelioration programmes thus make a heavy demand on an officer's capacity for coordination and integration. Because the beneficiaries are unable to articulate and they lack initiative and enterprise, the executing officer in the field has to become a leader - a leader of action and a change-agent. While being a leader of action and change-agent for the whole of his/her district, the District Collector has to enable subordinates to show similar qualities.

Group dynamics and Party dictation

Who are the public participating in plans? If we analyse the substantive part of the public participation we come up to a realisation that a handful of local leaders, or a vocal few, better identified as the local agents of the party in power, constitute the public. One of the defects of the monarchy, as we criticise, is that relatives of the king get all the benefits while the citizens pay for them. In a democracy, every political leader is a monarch. If a king has 5 favourites, a democracy has 5000. They all benefit at the cost of the public exchequer. The Rule of Relations prevails, neither the Rule of Law nor the public participation. Of late, we are hearing of allegations that in Delhi and elsewhere, benefits of the erstwhile Rs.25,000.00-self-employment-loan scheme were made available to only those who were recommended by Congress(I) MP during early 1980s. The same may happen to Prime Minister's Rozgar Yojana for educated unemployed.

Character to face a "popular leader"

All these underline one vital fact: managers and administrators are employees and will be so all their life, working for the people and the State and for a pay packet. And they are not self-employed. Their

behaviour is seen primarily as public servant, occasionally as leaders of a team of employees and of a population / territory which they want to develop. As he develops his career, he will find one thing people consider the most important is his character or integrity. Skill, knowledge (or talent) is of secondary importance. As a manager, his character is judged in various ways. He is accountable for everything he does.

Decisions affect leaders

Accountability involves explanations regarding justifiability of a decision an administrator has taken. There are three types of decisions in any organisation or activity. One is routine. It need not be called a decision at all. That 2 and 2 make 4 is the right answer and not a decision. If there is only one right answer and no alternative, we should not call it a decision. You have not decided it. These are routine decisions and involve things. There are situations where you do not have a single right answer. There is some risk in taking a decision. It involves allocation of money and people. You have to allocate existing resources in such a manner as to give optimum result. One decision may lead to a higher out-put than the other. It can be measured in quantified terms. By putting more money on goatery scheme if you cover more persons under ERRP than by putting money on small scale industries, you are thinking of quantitative management. You are weighing the balance of risks, which scheme would rehabilitate more people. The question is not which scheme would really take the family off the poverty line. But this type of decision is not very material to the organisation. This brings us to the third type of decision which makes a difference between survival and death of an organisation. Government as an organisation is a running concept. It would continue till people are in need of being governed. Survival or death here would only mean survival or death of the party in power which in turn means victory or defeat of the present representatives of the people at the next hustings. Winning or losing the next election is crucial for an M.L.A and M.P. There might be a decision which benefits 10% of the population and may be in the interest of the best performance. But if it antagonizes the rest 90% of population, in which case it goes against the prospects of

the local M.L.A./M.P., it brings into play a definition of relationship of the administrative personnel with the elected representatives at the field. An administrator, as public manager, has to weigh pros and cons of every decision he makes if he has to create an even playing field.

Executing is also a decision

In executing the policy laid down by the Government an administrator also becomes a decision-maker. An administrator may withhold from some and bestow on others a benefit available under various programmes of development. He might set up a chain reaction in which people would go against the local representative. This allegation is heard in constituencies won by a representative who does not belong to the ruling party. If it is true, the administrator is taking the colour of a politician. He is not doing the job impartially, though impartiality is a hall mark of democracy. Of course among equals (in democracy every body is) the first come is the first served. While an administrator executes on this principle, the politician feels the impact.

Conflict has to be tackled

Times have changed and so too concepts of management. People are no longer treated as the three nuisances, like problem, cost and threat. They are now treated as resources to be developed and utilised. They are taken as opportunities available to the management. The job is not to direct them but to lead them. It is here that the administrator comes in conflict with the elected representative. One is the elected leader, the other wishes to lead the people in due discharge of his duties. Though the State Secretariate lays down the policy and even the details of execution of works involved therein, the administrator is increasingly being asked to become a catalyst for the planned growth of the country. They are expected to identify themselves with the hopes and aspirations of the people. It is in their complete involvement in the programme, in a sort of missionary zeal that Government expects the scheme of removal of poverty to become a success. But democracy has its own demand : that the elected leader be associated in choosing beneficiaries. His choice is not always

economic. The administrator has to use his power of persuasion and win over the elected leaders to a point of impartiality, without which he would not be true to his job and would not be effective. As a permanent link in a changing democratic rule, the public manager has to use his/her knowledge in persuading the political elements to accepting what is good. Knowledge is power and has to be used effectively.

Communicate

The big question is : how to win over the elected representative to your point of view ? First is communication, key to effective administration. It is not a word process. It is a people process. Not mere words but the conveyance of message to the listener is the essence. The local leaders must be given the message in reasonable and credible manner. Effective communication would determine the quality and tone of interpersonal relationship at the field level. Second is the ability to listen. More often than not, we talk more than we listen. God has given two ears but only one tongue. If an administrator lends his ears to all around him, the subordinates, the people and the elected representatives and listens with interest and sympathy, he is sure to develop a bridge of understanding with the other party. Dale Carnegie in his book "How to Influence People and Win Friends" has described " listening " as the most potent weapon in winning friends. Listening makes you wiser because you understand the situation along with the problem and know the attitude of people and their leader. If you are averse to listening your performance becomes a casualty because you do not know the truth and you do not get feedback. Non-listening engenders a gap in inter-personnel and inter-departmental relations and may end in break-down of communication.

Be closer

An administrator has to combine both talking and listening to win over, or carry along with him, the local representatives. It is a strategy of development administration that the administrator takes the elected representative with him on tours as often as possible because the idle hours of journey are well spent in listening to and

communicating with the other party. There is an added advantage that the elected representative can show off to his electorate that he is carrying the administration with him and that both the democratic leader and the administrator are available at the same time for looking into their grievances.

Stick is not enough

There are two more important reasons why the administrator should have good terms with the elected representative. One, fear of penalty no longer prods employees to work. Two, development works have become multi-institutional calling for an umpire. When facing any penalty, a lot of employees look forward to politicians who can rescue them and a climate is being created where disciplinary proceedings become still-born. Rule of law is more observed in its breach. Rewards don't work either. Where everybody is equal or conditions are same, relations or influences come into play in choosing who should get the reward or priority of benefit. People look to extralegal authorities, ones who though not in line of command, can dictate terms. Democracy or dictatorship, proximity to the centre of power gives rise to these extralegal elements who have disturbed the lines of command. Straight lines of command have become vestiges of the old colonial habit. Employees are not afraid of the boss. Transfer is becoming a more potent threat than an adverse entry in the performance record. Threat of punishment in a disciplinary proceedings can be more than upset by the political strings the delinquent operates. How then are the public managers to execute the various development programmes? It is here that he has to motivate the subordinates. One need be a psychologist to be a good motivator. Sympathy, dependability and genuine willingness to help are qualities which would win over your subordinates to your way of working. You have to be a leader and provide opportunities to your subordinates for growth and need-satisfaction. You have to become an example, a catalyst to performance and a pace setter. This might look a very tall order. It needs no superstars to run the administration. All that one has to do is to create a climate for performance.

That people are averse to work is an outdated assumption, psychologists now say. Work is life. People want to work both for making a living and for identifying themselves with the community. But they want proper climate which you, as manager, can create. It is easier said than done. You would still fail in winning over all your subordinates. Some of them might fall out. It is here that your relations with the elected representative at the field would be material. If you have kept him well informed and taken him as a friend he would not be wanting in his support for your action against the erring employee. In the stick and carrot policy the stick has lost its sting and the carrot would not be enough incentive for the subordinates, if the political leader at the field level could disturb your subordinates. The typical question your subordinate would ask you is "can you save me from transfer?" To be of use to a subordinate it is therefore imperative that you cultivate friendly relations with the elected representative.

New skills

Most of the development schemes particularly the poverty removal schemes call for new capabilities from the bureaucrats. No Government employee has been exposed, whether by temperament or training, to the job of becoming a go-getter. In most of the poverty removal schemes and even in case of certain development projects Government budgetary provision provides margin only. In former it is in form of subsidy to a beneficiary and in the latter it is in form of share capital to a statutory or registered body. Rest is drawn as loans. Whether it is a construction project or a housing or a goatery unit or a sewing machine the aim is to attract bank finance. We can multiply each rupee of our budget anything 4 to 5 times by tying it up with bank finance. The new capabilities required of the administrator are :

- i. to induce the financial institutions for provision of capital,
 - ii. to coordinate among organisations and institutions which provide skill or technology for use of the capital,
 - iii. to become a trouble shooter, both by anticipating where the shoe pinches and how it is to be removed,
 - iv. to seek and get cooperation of those over whom he has no control
- and*

- v. to ensure that different organisations who are involved in the scheme of poverty amelioration and the financing institutions who invest their money make their presence felt among the beneficiaries by constant advice and follow-up as regards utilisation of capital and timely recovery of instalments.

In all these activities the administrator is himself in need of some extralegal authority, some external help who can influence these organisations to listen to him. It is the elected representative who would come handy because he can influence or coerce these institutions into acting the way the administrator wants.

'I beg to differ'

We are suffering from a hangover of the colonial administration. The British rulers reluctantly conceded greater and greater self-government in the hope that people would be contained. For, an alien administration perceived people as a problem, a cost and a threat. The political leaders of the day were viewed with suspicion and some of them charged with sedition, right till the day of transfer of power. The old administrators of the new India were brought up in this atmosphere of suspicion, distrust and hatred. Times have changed. Democracy is not merely a form of government, it is a way of life. Administrators have to be accessible to the common man. Public managers have to respect his elected leader. Everybody is not a tout. Even in dealing with a tout the public managers have to evolve a code of conduct. He may have reasons to differ on many occasions, but he must say, I beg to differ, on many occasions, and follow it up with cogent reasons and persuasive powers. It is worth remembering that administrative personnel are the permanent link in a government which changes its complexion with every election. It is they who have to strengthen the fabric of the nation.

A parallel administration

The role of the District Collector as the leader of a team of officers in the district has undergone a sea change. It is the most important Ruling Party politician in the district who has assumed the

role of the District Collector or Deputy Commissioner. He is more than the commissariat in the erstwhile Soviet system. Some other politicians do have a say but their say is limited to the accommodation that the most powerful of them allows. Some Collectors do tamper with the plan in a bid to ensure a balance between one region and the other in his district. Few attempt to tamper with what the most influential insists for his constituency. When the worst comes, political leaders of different hues may combine and get what they want done; public managers would only be rubber stamps. For, if a District Collector insists, the chances of his/her being shifted from the district are brighter than those of the projects being shifted from the constituency.

Spreading thin

Group dynamics sometimes works in a wrong direction as a result of the hegemony of the most powerful ruling party member of the district. While he has his way he also accommodates the most vocal elements of the various constituencies in the district. (The same holds good if 'he' is substituted by 'she'.) It becomes imperative that some allocation is made for some projects in other areas to please the people. Limited by the annual budget, token amounts are provided for new works in almost all constituencies to show that Ruling Party does not ignore the area, though some of the projects may not see the light of the day. More often, a *bhoomi puja* (ground breaking ceremony) or a foundation stone laying ceremony is held with so much fanfare that gives a feeling to the people of the locality that Government has enough money for the project. All the while people have seen that so many projects are still born, some of them languishing since the first 5 year plan. A good number of incomplete bridges and irrigation works are mute witnesses to the changes in Government over decades. Money, spread thin, does not yield any productive venture and to that extent reduces the money supply for other more important works which call for immediate completion. The local representatives are happy to see their names prominently inscribed in the marble plaques for the time being (for, there are thieves to pilfer the marble plaques) and printed in display-advertisements in the local newspapers on the

Group dynamics

occasion of inaugural or foundation-stone-laying ceremony at the cost of the public exchequer, which of course adds to the cost of the project, sometimes making it an unviable proposition in case of smaller projects like a Lift Irrigation or Minor Irrigation project or raising the cost of a culvert or village road abnormally high.

In the end, the process of planning has become an imposition of the demands of the prominent members of the ruling party. Some projects which are of State-wide importance or which do not conflict with the interest of the local power that be, do get through not because of the public participation but because they have to be done any way for the general development of the State. 📖

Performance Appraisal and Merit Rating

Objective vs. Subjective

Traditional responsibility in the family rests on male primogeniture which does not always throw up meritorious heirs. History is replete with instances of kingdoms which developed much better and faster and were administered more humanely under an adopted or chosen outsider. Merit does not come with birth, it is acquired. That is what distinguishes merit from relations. When people are a few and the field of choice is small, both well within the span of supervision, it is easier for the leader to appraise every body's performance personally and choose the right person as successor or to shoulder a particular job. Nevertheless a subjective element is inherent in any system of direct observation. When the organisation is large, where people belong to different families and where there are more than one level or grade of personnel, need is all the more greater for a systematic appraisal and merit rating on the basis of which the leader attempts to select the right person for the right job. He has to be as fair as practicable in assessing the performance. That calls for the objective element. Since the early 20th century when modern organisation replaced family managerial system, experts have been debating how to balance the objective element with the subjective.

Change in approach

Family managerial system went by primogeniture or at best on a test of complete loyalty to the proprietor and not to the organisation. Subjective choice was alright when management and ownership were in a single family. The owner knew what was the best for his capital. It was "hard skin" approach to management : boss is more important than performance. Now management and ownership are increasingly

becoming two distinct functions and it is "skeleton approach" to management where performance is more important than the favour of the boss, a situation where everyone shares in the responsibility for performance and where everyone's performance is to be analysed in order to adjust the individual to group. The person who directs adjustment of an individual employee and wishes to act intelligently with minimum possible waste must know the characteristics of the individual. These characteristics are much larger than and quite different from the capabilities of the employee at the time of hiring or appointment. His record on job, if properly kept, would tell a great deal about him, his ability to get along with other people and ability to meet new situations as they arise.

Need for rating

Momentary impressions may often leave an entirely wrong evaluation of an individual's ability. Some method of recording actual accomplishments of the candidate and of weighing judgements of different supervisory persons would throw a much better appraisal. In larger organisations where personal acquaintance is slight, assessment may get biased upon an occasional remark of a personal assistant or private secretary who has the ears of the assessing authority. The opinion the boss forms on the basis of what he eavesdrops becomes more dangerous if he has any caste or relations bias. Even when he is not biased by outside elements, there is a tendency on the part of the assessing authority to judge a candidate by some single characteristic. When emphasis is on ill health, all other qualities, many of which may be extremely desirable, are overlooked. A pleasant, well behaved fellow's lack of skill may be forgotten. One may be a genius as an individual, but does not work well in a group. Further persons do change. Health problem, home troubles, disagreeable surroundings, fancied injustice or some other similar pricks may cause a valuable employee to be overlooked in favour of somebody who has just had a streak of luck in his private affairs that leads him to become suddenly cheerful, ambitious and enthusiastic. The fact that a man is not a success in one position is not a proof that he would not be suitable in

another job. Assessment must therefore be based upon some sort of judgement that goes beyond the effects of an unsuitable job or of a temporary upset in the employee's life. The very character of work in which a person is engaged has often a decisive effect upon nearly all the characteristics that are to be judged.

All qualities taken together, no person is wholly good or bad. Yet in ordinary life, we judge that way, we pass judgements on the totality of qualities that make up a person. If we analyse our reasons for the judgement we would find that it was based on some single characteristics that chanced to please or displease us at some particular time. A rating scale should separate the quality we desire to estimate.

Need for differentiating qualities

Rating was first designed for the military and an elaborate scale was prescribed. No wonder the lower ranks of the military are called the Ratings. In this scale, such of the qualities as are appropriate to the job are only assessed. If we are considering intelligence, we should not get carried away by absence of another quality, say good health*. Until we have marked down our estimate of his mental ability, we should not permit our minds to wander to the person's other skills or weaknesses. All estimates are made in terms of comparison with other persons, - a comparison which should be made intentionally and carefully within a definite group and not in the whole society, if we wish any standardisation of results. If I am grading my force in terms of knowledge into Outstanding, Very Good, Good, Fair and Poor, I should classify all those who are to be rated into 5 groups, beginning from the most knowledgeable to the least knowledgeable, others being in between.

Qualities should be standardised

A rating scale is of little value unless every person applying it has the same idea of the things to be measured. If four men were sent

*Stephen W. Hawking, suffering from physical disability to move and speak, would not have been Professor of Mathematics at Cambridge University. He has given new theory of Black Holes and is author of the best selling *A Brief History of Time*.

Merit rating

to ascertain the quantity of aluminium in ten heaps and one weighed the samples he took, the second counted wires in all heaps, the third counted the number of broken pots in the piles, and the fourth drew a random sample to calculate total, it would be impossible to combine the results and arrive at a uniformity. Therefore when several persons are asked to appraise intelligence, they should be given standard instructions on what to look for under that head.

Intelligence relative to the job and not absolute intelligence for all jobs is the quality required. For the head of a section, intelligence is judged by ability in learning, readiness in grasping instructions, judgement in correlating new situations with the past decisions, ability in making existing rules and regulations workable in new situations, accuracy and speed in solving problems, and such other actions as are thought desirable for the particular section, which require mental ability. It is only when every person making a rating has the same ideas in mind that there is less room for individual difference.

Several persons should check

In spite of our best intentions, we are each influenced by our prejudices, ignorance and errors in judging others. To ensure a fair judgement each employee should be rated by more than one person, each without knowing what the other fellow has done. Otherwise the rating will partake of the person whose rating is being reviewed. If a District Magistrate makes his rating of a candidate after a Subdivisional Officer (SDO) or a subcollector has rated him, he would tend to examine what the S.D.O. has written and will base his judgement almost as much upon his estimate of the S.D.O.'s opinion of the candidate as upon his own.

Checks should be at several times

A rating of an employee grows in value as time passes, if rating is done at regular intervals. In the American educational system, there is continuous rating of students every month and every semester. At any one time we are apt to rate a person according to the

latest impression he has made. If an employee has just been found making a mistake, we are apt to rate his intelligence 'poor'. We forget that we all make mistakes sometimes. But if we rate him regularly month after month and honestly give our fair opinion each time, we will make different ratings at different times. A summary of these different ratings will give a much better foundation for a fair judgement of the whole man than any single rating taken alone.

But we must be aware of our intellectual laziness. After we have estimated a man once, we are inclined to let that judgement stand. We tend to stereotype the opinion and put down the same thing. We have an egotism to deny and an unwillingness to admit that we made a mistake. Careful instructions and periodic checks are critical to proper assessment.

These difficulties lead us to a situation where we go in for ratings at longer intervals and special ratings at certain critical stages. These stages are variously called probation, confirmation, efficiency bar and the like. Probation is the period in which a new employee should have completed training, adjusted to the organisation and attained organisation-standards. This is the stage where the organisation and man should arrive at a decision as to whether they wish to make the connection permanent. If the department or management cannot tell after the probation period, of say 3 months to 2 years, whether it wishes to retain the employee, there is something wrong with the department or management.

Then there is the interval after which the employee is entitled to a raise, - it is dependent on another formal rating. Any management that does not make a worker more efficient during the first year or two is badly organized and itself inefficient. If the employee is worth more that fact must be reflected in his wages.

Similarly when there is a prospect of promotion, there should be a rating of all possible candidates. But there must be a caution. If

Merit rating

it is known that this rating is for promotion, that knowledge may influence some judgements. All such ratings should be checked against previous ones. As is our experience, the ideal is always fairly regular ratings, without stereotyping and with proper consideration. Special ratings at critical times should be taken as parts of the educational process in knowing the employee.

Qualitative issues

In government it is not the performance report, it is a character roll. It seeks a report in narrative form on aspects like state of health, administrative and technical ability, zeal, alertness, initiative and drive, willingness to take responsibility, decision making skill, noting and drafting, relations with public, and any special personality traits. In addition, it requires a report on knowledge and performance, on attitude towards scheduled castes and tribes and minorities, on quality and adequacy of tours if the man is a touring officer and finally on his integrity. These are measured by opinions, subjective evaluations that are rarely amenable to quantified measurement.

Quantitative rating

But there are some qualities which can be measured quantitatively and need not be assessed by opinion. This measurement is by records of things actually done. It may be a record of attendance as a measure of punctuality, which in turn indicates physical health, interest in work and sense of responsibility. Another may be a record of production and mandays lost. 'No loss in production' indicates industrial safety, effective supervision and leadership qualities. Up-to-date clearance of pension papers in a seat dealing with pensions would indicate team spirit, zeal and alertness, willingness to take responsibility, etc. A statistical analysis of performance thus is an objective assessment and would furnish facts in determining promotions.

Simpler the scale the better

More elaborate the rating scale, the greater is confusion, for

Merit rating

it becomes difficult to have standardised evaluation at several points. Ratings undergo change as management changes its habits. The change in nomenclature from Personnel Department to Human Resources Development Department suggests that every employee is a resource to be developed and not a person to be found fault with. Rating scale and qualities should be pruned accordingly. A simple system may allow the leader to choose his men more properly than a hit-or-miss method of judging men? In the end it depends on the leader of the team. If he is whimsical, no system would work. 📖

Transport Services : Some Moving Facts

Nationalisation of passenger road transport followed Independence. The aim was to provide more and better facilities to the passengers. Most of the States and Union Territories have nationalised passenger traffic in varying degrees. Statutory corporations were set up under the Road Transport Corporations Act, 1950 to provide service. Public transport services are also operated by government departments or municipal bodies or registered companies. Twenty years ago, in the country as a whole 52.6% of buses were being run by public sector undertakings. The percentage has since not gone up, and the private sector fills up the gap. Why have the state owned transport corporation and companies not fared well ?

Some difference

Public sector undertakings work better in monopoly conditions, primarily because the employees consider it a no man's land; everybody business is nobody's business. And the managers have no personal interest except to the extent of saving their own skin. In this context, when private transport services operate, they operate "to the detriment" of public undertakings. The word detriment is used to emphasize that it is not the nature of operation that goes against the public undertakings but the deliberate connivance of some managers in the state undertakings, often being in the payroll of the private agency, which causes the ruin of the public undertakings. Nevertheless the public transport system has come to stay because no private operator will operate in uneconomic routes particularly in the interiors of the country where running costs exceed the earning on a route. Services have therefore to be provided by the State undertakings. It is of course a hangover from the days of the welfare state. The private operators come to urban, more lucrative routes and in a bid to make more money,

undercut the public services.

Men matter

The primary cause for the ills of public transport services is not the wheels but the men behind the wheels. Sometimes their mentality to make a quick buck at the cost of the public sector plays havoc. The employees in the private sector also make a quick buck, but there the supervisory control of the owner is so much strict and so much personal and fear of removal from service if caught is so great that the running staff do not indulge in so much pilferage as to immobilise the fleet in the long run.

Two aspects:

A transport service has two aspects of management, material and personnel. The latter often impinges on the efficacy of the former, it is therefore better to speak first about the management of men who run the transport services. We have broadly three categories of men: the managers who are the top brass, the supervisory or inspecting staff and the line men. It is the last category, of drivers, conductors and cleaners, who run the services. The finance men who scrutinise budget and accounts, the technical men who look after the problem of transport vehicles and the establishment men who control the personnel are all in the headquarters of the undertaking and can therefore be taken as a part of the Managers' establishment. If the top managers fail to check them, their deficiency will show up in the lackadaisical performance of the line men. Similarly if the managers fail to extract adequate work from the supervisors or the inspecting staff the latter, in turn, will not only tend to be negligent in their work but the managers themselves may be making a few bucks out of the earnings of the line men and thereby allow the field workers to have a heyday.

Ticketing

If one has to be effective, that is to get the maximum return from the existing staff one must know where the leakage occurs. One must have one's eyes and ears open, otherwise one would not know what is happening in one's organisation. Hearsay cannot be a substitute

for impartial observation, but it helps identify the cause of illness. These cause are also best discovered by observing how the private operators run their services efficiently. Maybe, they evade the Government taxes. When the line men take a lion's share of the earning to their pockets without any visible addition to the transport corporation's or the Government's corpus, it occurs in an atmosphere of slackness where there is no insistence on issue of tickets and a great number of passengers connive with it. In this atmosphere when checks are made they are made more as an eye wash than as an eye opener. Delinquent line men often go scot free with connivance of the checking staff. The conductor recycles old tickets which he collects back when the passengers get down. Sometimes he sells spurious tickets which do not go into the accounts of the undertaking. When caught, his ticket book is seized. But the delinquent conductor easily refutes the allegation by producing a ticket book, genuinely numbered and issued by the State Undertaking's press. Duplicate ticket books are available in the market, again with the connivance of the unscrupulous staff. For small considerations everybody connives and the delinquent is acquitted in a court of law. There is no such court action in case of private transport operators. And of course there is an apathy in the higher circles to proceeding departmentally against the delinquent. More often than not, the more corrupt an employee the easier is his access to the high-ups. The Chairman has his own men who are examples to others.

A vicious circle

If you ask a conductor why he takes such illegal path, he says, he has to pay the driver his due, otherwise he would not cooperate with the conductor in taking extra men or excess luggage or making unscheduled stops en route. Sometimes a driver could put a conductor into trouble by refusing to stop at designated spots. He also says he has to bribe the checking staff to buy peace, in any case they insist on periodic non-harassment (or, buy-peace) payments. How can he manage without allowing passengers ticketless or with spurious tickets ?

Checks

A check over the checking staff is a mere formality. It is of course humanly impossible to supervise fully the inspecting staff who travel over long distances and check a number of buses. But their diaries should, if examined closely, provide some tell-tale indications. If the per kilometre earning is below expectation or goes down below the earning of the same period of previous year, or if the number of cases detected is near to nil in spite of low income of a route, it shows the checking staff is conniving. Instead of taking action against the checking staff if the superior officer complains of his inability to see the inspecting officer's work for want of a vehicle or time, it is another connivance. We have plenty of excuses but little action.

Manipulations

At the manager's level indifference and drifting make matters worse. If the manager is not retained for a reasonably long period and is not held accountable for the working of the transport services the results are obvious. On the other hand, if the manager is cunning he can manipulate papers to show profit which will be discovered only after his departure. In the process he may have made a fortune for himself. There are instances where some top executive collect money from the suspected line men under the threat of departmental action like suspension. There are also instances of double 'collection', once at the stage of reinstatement from suspension and again at the stage of exoneration from charges. Such actions do not remain secret. If such moneymaking atmosphere prevails, even a cleaner would make money out of a dust cap, and no body would work in the interest or economy of the undertaking.

Delegation

The picture may not be so bad as I have made out. But unless you prepare for the worst you cannot expect the best. A few managers who do not take to money making, may inadvertently connive at the bad services. This occurs when there is not adequate delegation of powers: delegation of powers to control the staff. They are essential

in any set-up. What is material in transport services is that there should be adequate delegation to the zonal officers (officers in charge of different zones into which a State is divided) to take care of breakdowns en route. More often passenger buses suffer breakdown because timely steps have not been taken to repair the vehicles or replace the parts. While some action is called for at the headquarters or zonal workshops before departure or after arrival of a passenger bus, there is need for adequate financial delegation to the zonal managers to undertake immediate repairs or salvage operations or press a relief vehicle wherever breakdown occurs, or press contingent measures to meet emergencies. Stand-by's undue delay in attending to the breakdowns causes hardship to the passengers. Added to it is a popular perception that the public service has to be exemplary. When a private bus suffers a breakdown, passengers do not make much fuss nor does the press make box news. But the same people would make a row if a public bus fails. It therefore becomes incumbent on the public sector managers to become responsive to the public opinion and to that extent provide sufficient financial delegation to field officers to take prompt relief measures.

This brings us to the question of material management. Like many Government undertakings and quite a few cooperative ventures, inventory control is left to the whims of a few individuals who make such purchases as would bring maximum pocket money. They do not bother if the items are slow moving or are already in stock. This leaves less scope for financial manoeuvrability in other, essential spare parts. The managers, with encouragements from political elements, do not hesitate to load avoidable financial burden on the Public Sector or Cooperative Undertaking if extra purchases bring handsome commissions to them.

Quality control

In Government and Government undertakings the quality of materials is, more often than not, a casualty. L-1 not only stands for the lowest tender, it may sometimes stand for the lowest quality. Have

not you heard of people complaining, 'Oh do not speak of its quality, it is Government supply'. The same is true of a transport corporation's supply. This is partly due to audit. But then are not we purchasing at L-2 or L-3 rates, rejecting the lower tenders for reasons recorded in writing? One need not elaborate the reasons, not recorded in writing, for accepting some higher tenders. In a number of cases the interest of the corporation becomes incidental to the pocket of the man-in-charge. No doubt tyres do not give required kilometrage, carburettor the required mixture and the line-men the required services.

Banner

As nationalisation progressed, more and more routes came under the public service but number of vehicles does not always match. It became imperative to bring private buses under the banner of the State Transport Undertakings (STUs). But there are banners and banners. The essential ingredient is the STU's control over the buses in order to make more buses available to passengers. Elimination of unfair practices is a myth, but bringing private buses under its banner means control over the vehicle. Till the Government or Government undertaking is able to provide 100% of passenger vehicles required by the travelling public, it has to depend on the support of the private operators. When this support is wanting they are brought under banner, which is a euphemism for 'forcing others to work for you at a consideration, maybe in cash or in kind'. The early 1980s banner scheme in the State of Orissa was on a consideration of cash and the late 80s one of kind. The STU used to pay Rs.2.80 per running kilometre to the banner bus owners. The bus operators had no incentive to carry the full load of passengers and consequently they avoided stopping at scheduled spots. They were getting money for running kilometres and not for carrying passengers. The later system set an obligation on the operators to carry passengers as they were to pay passengers' tax on the capacity load of the bus. Further the banner operators were to pay a few paise per running kilometre to STU (not get from STU) in return for the services rendered by the STU. In the previous system the transport operators were asked to collect passenger

fares and deposit it with the STU. They found it convenient not to show the actual load of the passengers and appropriated some of the earnings, saying that the bus carried that many only. In Logics, 'some' sometimes means 'all'. Some operators appropriated the whole collection at times. In the later system the operators were to keep all the earnings and therefore more willing to take as many passengers as possible and consequently stop at as many places as possible. In the earlier system there was a diarchy over the line staff; the conductor was appointed by the STU and the driver by the vehicle owner. They did not pull on well. If they ever pulled on well they shared the booty. In either case the total collection did not come to the STU. On the other hand, the STU had to bear the salaries of the conductor and pay Rs. 2.80 per kilometre to the owners. No wonder the State Government spewed about Rs.6 crores a year to the bus-owners without meeting the needs of, what to talk of, satisfying the travelling public. It is obvious that such a system would not have worked without the blessings of the political bosses. The party had a cut from the huge amounts that the banner-bus-operators collected from the Government through the Transport Corporation. Naturally there was a lot of hue and cry in the political circles when the 'fleeing' banner scheme was changed into a 'carrying' banner scheme : instead of showing how many kilometres each bus ran the operators were forced to show how many passengers each carried. In the changed system there was no obligation on the part of the STU to pay to the owners, rather the bus owners were asked to pay a token amount to the STU, amount varying with the type of routes they operated and the STU was to supply them standardised tickets and other services.

This system had a weakness too, like its predecessor. There could be a manipulation with the authorities of the STU for allotment of a better or more profitable route. Money could pass hands and the more 'enterprising' get the more profitable routes. Unless a fair distribution of routes took place and distribution changed at periodic intervals certain owners would, because of their "lack of enterprise" (a euphemism for not handling the authorities financially) be forced

out of transport business. This might either reduce the passenger fleet at the disposal of the STU or encourage the edged-away owners to take to unfair means and undercut the legally plying passenger vehicles.

A conclusion is inescapable that it is the men behind the wheels and not the wheels under the men which make the transport service moving. To move with the times the government would be more and more encouraging the private sector to take up passenger transport services. Subsidy element would have to be phased out and uneconomic routes may have to be compensated appropriately. The legislators would find the process unpleasant to the voters, but dictates of the World Bank and the International Monetary Fund to whom the government would be more and more tuned would prevail in the end. Private vehicles will henceforth conveniently run under the banner of those who control the Government instead of those who manage the STU. ☞

Role of the State Administrative Service

Pluralism

Ours is a society of institutions. And Government is the biggest institution controlling, in one way or the other, all other institutions contained within its territorial limits. Performance of modern society depends on the performance of these institutions - guidelines often come from the Government which in our society is led by elected representatives who are supposed to translate people's wishes into action plans. And these action plans are worked out by employees of the Government. Even when it is not a welfare or socialistic society, Government develops long arms to control private management against being a detriment to the society (e.g. USA during the great Depression). Over the years, needs of citizens have grown in complexity - from a simple protection from marauders to provision of everything he requires from prenatal to post-mortem stages of life. Accordingly employees' jobs have become diversified. They became managers, professionals and administrators.

Fiction and reality

Government itself is a fiction. It is an accounting reality but not a social reality. When this or that Government or Government agency makes this rules or takes that decision, we know perfectly well that it is some people within the agency who make the ruling or decision and who act for the agency and act as the effective organ of the agency. These people are from the administrative services.

Initially in our country we had an omnibus cadre - civil services as distinct from military services. The term 'civil servant' ranged from class IV to Class I employees and included diverse

professions, be it sweeper, carpenter, plumber, architect, engineer or police - as long as they drew their salary from the State funds and as long as their service conditions were regulated by the State. Over the years, government functions have grown in diversity and certain functions required expertise acquired through specialised education and training. Thus 'administrative service' became a narrower term than 'civil service', though there are many fields which are now under administrative service but in future may go to technical hands. But in the broad sense of the term, government servants, technical or general, are more of an administrator than of a manager. The American writers now use the words 'public manager' to describe the government servants in their set up. In the words of traditional writers on management, an administrator is one who manages an affair or an enterprise, in a setting that emphasises application of fixed procedures and minimal environmental turbulence, while a manager is an administrator who can go, and does often go, beyond fixed procedures. But this distinction is about to disappear. New concepts of liberal democracy calls for a different kind of administration where an administrator becomes a manager - he does take risk and change procedures not only in industrial or business undertakings, but in dealing with people in various poverty-amelioration programmes.

Tiers

Ours is a federal polity - a Central Government and some State Governments, not to speak of the local governments in the present context. Part XIV of our Constitution provides for Services under the Union and the States. Employees hold jobs at the pleasure of the President/Governor, but such pleasure is limited by Art. 311. Based on national needs there are all-India or Central services at the top, State services in the middle, and State and local services at the lowest rungs of administration. In this three-tier system of management of government affairs, State service is the kingpin - it provides men and women from the first line supervisors to the highest knowledge-workers. The State Administrative Service loosely means general services but does include planners, engineers, financemen and managers. In many institutions, like Regional Improvement Trusts or

Industrial Promotion Companies engineers do the job of administrators and vice versa and this trend towards specialisation would increase in the years to come.

Functional roles

In law the State Administrative Service or Provincial Civil Service generally mean two higher classes: Class II and Class I, lately called Grade A and Grade B in some States. They form the middle management in the governance of people. While the middle-management functions in government are shared by the two groups, the division is based on the pay scale a government servant is borne on and as such cuts across any other distinction like administrative and non-administrative functions. A certain job previously handled by a non-civil service person could now be handled by a civil service person and vice versa. A job previously done by a Class II officer could be entrusted to a Class I officer now and vice versa, mechanism being either to upgrade or downgrade the relevant post. It happens if the Government thinks that contents of the job have undergone radical changes requiring a higher or a lower level of management as the case may be. There are of course aberrations when with a particular candidate in view the political executive upgrades a post to fit him/her in.

Implementation level

The bottom rung of management is concerned with implementation or execution of government programmes, its aims and policies, as prescribed by its annual budgets and five year plans. Here they are not just subordinates; they have some decision-making powers. True, as BDO, Tahasildar or Special Officer, say of Saura* Development Agency, they implement government policies spelt out in elaborate instructions. Sometimes instructions are so elaborate, it would appear, nothing is left to their decisions. But when they identify the beneficiary, decide the quantum of benefit, devise manner of delivery and specify follow-up measures, they make decisions. Why A should get and not B, why X amount should be disbursed and not Y, why a wholetime village level worker be assigned to a small hamlet

*Saura is a tribe in the district of Sundargarh in Orissa, declining in numbers.

'P' while bigger villages Q and R go without workers, why this village should get a tube well or primary health centre or certain public health measures in preference to others - are decisions which the implementing officer at the site makes and to that extent he is the authority and the decision-maker, who has no superior. They are in immediate touch with people and make or unmake the image of the Government. The Press in our country has now developed a rural bias and the performance of these officers in the field are reflected as government performance. Officers of equal level also work in the regional or State headquarters, maybe in a Directorate or in a Department. They are supposed to bring their field experiences to bear upon their proposals and notes to the political executive in the headquarters. In that they function as knowledge-workers. But so long as they control the establishment in the fields - thereby choose placement of persons - they have a direct impact on implementation of government programmes. People who are not fired by the zeal, imbued with the objectives of government, would not deliver the goods.

Senior executives

Secondly the State Administrative Service provides managers or senior executives. In every State they are in the management of development sectors which cater to the poor, the artisans, the weavers, the small entrepreneurs, the cottage industries and the like. It is these administrators who manage and should manage by objectives. Unless they partake of the objectives of the Government, - be it election manifesto or policy statement or 20-point programme or Jawahar Rozgar Yojana, - no programme would materialise the way the political executives want. The State Administrative Service is therefore the key to the implementation of the declared objectives of the Government.

Managerial work

Thirdly, the State Administrative Service provides a managerial cadre for public sector undertakings (PSUs) of the State. Here they do not function within the red tape of government. It is not merely in the grounding of an enterprise that they take up land management, township administration and liaison jobs, they also

provide continuous managerial expertise - they become financial advisers, managers, sales executives, and even Managing Directors. When the public sector was rapidly expanding to gain control of the commanding heights of economy, it was the State Services which controlled more and more of the State's economy. In the changed atmosphere of the day, they also man numerous PSUs and decide the quality of product, contents and extent of services including frequency thereof. Until the State has a surfeit of technical hands or all PSUs are privatised they will continue to guide the destiny of many such units.

Knowledge work

Fourthly, the State Administrative Service is increasingly becoming a cadre of knowledge workers. Knowledge-work has a direct impact on business performance and direction. When the Government or a policy-maker decides on a project, none else than the knowledge workers can veto it. And veto they would on grounds of results they obtain through investigation, ground testing, quality control standards or study of natural hazards. Finance men render opinion on financial consequences, on logistics, on marketing imponderables or possible adverse impacts on analogous products or services, thereby they veto decisions. Knowledge professionals are managers even though no one reports to them. In their impacts and responsibilities they are top management, even though there may be more than one organisational level above them.

Dimensions of work

We no longer work in a three dimensional situation. First introduced by H. G. Wells, later given a scientific basis by Einstein, time functions as the fourth dimension. Time is the essence of every job. Though as an abstraction, a paper work or a mental exercise it goes to the top management level - the policy makers and the leaders, no job as a concrete function goes above the middle management. It is only in execution of jobs that government comes in contact with people living in a defined territory. Sooner the officers in the State Administrative Service realise it, the better for the Government of the day and for the democracy we have. Every job they do they must do well. ☺

Departments of Government & Heads of Departments Their Relative Roles

Basis

State is an assemblage of people, more or less numerous, occupying a definite territory with an organized Government, independent of any outside control. Government is the biggest organisation in a society and is what makes the State felt. There must be a Head who must organize the functions of governing the people and the territory, and ward off any external threat. His job is administration and he does it by organizing groups of related activities on twin principles of organisation - independence and integration. Government have different departments, each with a Head. While mediaeval government was satisfied with maintenance of law and order only and was not interested in providing welfare services to their *subjects*, modern governments have multipurpose services for their *citizens* and therefore depend on integrated units, which are not single service or commodity based. The units may be departments, corporations or commissions, depending on the intensity of control of the political executives over them. Departmental system is the natural outgrowth of the need for the *division* of labour in administration and becomes acute when the functions of an enterprise (not the Government alone) multiply. A department divides works and *coordinates* them. In USA the Congress regulates the details of government organisation; the President is not free to reorganize the executive branch of the government. The Russian Constitution prescribes the ministries. However in the U.K, the Minister of Crown (Transfer of Function) Act, 1946 gives blanket power to the Head of Government to organize and reorganise the departments the way he/she thinks fit. India follows this pattern. Our Constitution provides that the Government is carried on in the name of the President (Art.53) in the centre and in the name

of the Governor (Art. 166) in the States. In either case the government is organised into departments.

Departments in the Government are organised on four Ps : Purpose (or function like Defence, Education, Transport, etc.), Process (or specialized work like Law, Company Affairs), Person (or clientele like Rehabilitation, Tribal and Harijan Welfare) and Place (or territorial like Telengana Affairs in Andhra, NE States under External Affairs Ministry). These are called Administrative Departments, of which a Minister is the Head, to be aided and advised by a Secretary.

Why Heads of Departments

The entire gamut of business of Government cannot be carried from the capital of the States, though it might have been possible in Greek city states with a small territory each and a small population to look after. Administration is geographically dispersed and there has to be a Head to control the field establishments. Why do we need field establishments? As we cannot have a single Post Office to distribute mails throughout the country or one school at Delhi (for that matter in the capital of a State) to teach all school going children of the whole territory, there are many kinds of work which cannot be performed at the headquarters of the government. Secondly, no government can have a proper perspective of the needs of all its citizens and all its regions from the headquarters. It is all the more necessary if it is a modern State and a democratic government. Thirdly, distance creates difficulties in communication and in delivery of services. Strategy of administration requires work at the sites. Strategy is a term frequently used by military administration, they require command posts located at sites of action which their logistics would easily support.

Types of Heads of Department

Luther Gullick classifies Heads of Departments according as they control the field and borrows the analogy of our arm and fingers. Field organisation is designed to serve a particular area or a particular clientele better. 'Arm' represents the distance between the headquarters

and the field establishments. 'Fingers' represent geographical divisions of administration. The Heads of Department may be of any of the following types.

a) All fingers : where the headquarters deals directly with the field units without any intervening middle/regional subdivision anywhere. Generally a newly created unit follows this pattern, e.g., Inspectorate of Weights & Measures, a Drugs Control Inspectorate.

b) Short arm and long fingers : where though establishments are distributed on geographic or regional divisions, they are all located in the central office itself, and not dispersed.

c) Long arms and short fingers: where geographical divisions are located away from the headquarters and in the field itself. This pattern is very common.

There are two types of 'department'; one, the administrative Department located at the Secretariate, its head being a Secretary to the Government, and, two, the field Departments generally dispersed throughout the territory; their heads usually called Heads of Department, usually designated as Directors. Administrative Departments are a misnomer, for, they do not administer except through their respective Heads of Department. Administrative departments lay down the guide lines, physical and financial. Heads of Departments implement government programmes as per these instructions and guidelines.

Differences

In any State of our Union*, Department of Government means a Department of the State Government as notified from time to time and includes the Governor's Secretariat and the Legislative Assembly's Secretariat. Chief Minister (CM) or Prime Minister (PM) does not have a secretariat and therefore the Secretary to CM/PM is not a Secretary to the Government, though as an extra-Constitutional authority the post may have arrogated to itself (and therefore enjoys) enormous powers.

The Constitution only speaks of the Executive power and

* Article 1 of the Constitution : *India, that is Bharat, shall be a Union of States.*

vests it in the President in case the Union (Art. 53) and in the Governor in case of the State (Art. 154) who shall exercise it either directly or through officers subordinate to him. The President or the Governor as the case may be makes rules for the more convenient transaction of the business of Government, and for the allocation among Ministers of the said business [Arts. 77(3) and 166(3)]. Thus business of Government is divided into Ministries which for convenience is again divided into Administrative Departments which derive powers from these Rules of Business. The Service Code of the State and its General Financial Rules specify powers of Heads of Departments, relative to the powers of Administrative Departments. Finance Department has specific functions like budgeting. In the First Edition Budget, proposals on schemes continued for more than 2 years are admitted on posted actuals (certified by Controlling Officer and the A.G.) with trend increases and necessary adjustments. On plan proposals the Planning (and sometimes named Planning & Coordination) Department indicates plan ceilings to various departments under different Heads/Schemes. Administrative Department scrutinises through a Committee (usually chaired by the Secretary, with the Head of Department, Financial Adviser (FA) of the Department, a representative of Finance, also of P & C Department as members), furnishes a new schedule to the Finance Department and P & C Department.

The residuary powers, i.e., if any powers remain undelegated in respective spheres, rest with the Finance Department in respect of Administrative Departments and with the Administrative Department in case of the Heads of Departments.

Dividing government works into Heads of Department has certain advantages. It facilitates

1. formation of hierarchy with single unified service,
2. grading the needs of each station,
3. making uniform rules or decisions and standardising work of all stations of one grade,
4. structuring wages as per grade of stations,
5. ascertainment of expenditure of a particular grade station

6. and accordingly checking extravagance, transfers, promotions or demotions.

On the other hand an opposite force starts working against smoother administration. Departmentalisation means various things to various people. To some it is 'Divide and coordinate' and to some others 'Delegate and control'. Departmentalisation provides scope for (1) freedom to act, (2) delegated powers (3) in most cases, final decision and (4) internal centralisation. It also sets in motion a mechanism for control through (1) specification in advance, (2) budget, (3) review of action, (4) power to call for reports and returns and (5) inspections.

Duties of Head of Department (H.O.D.)

Every State has a set of Rules defining the jobs of a Head of Department. In Orissa. Book Circular No. 8 issued by Home Department on 14 May, 1947 defines the duties of Heads of Departments*.

1. to administer their departments efficiently and impartially.
2. to advise the State Government on policy, (also advising other Heads of Departments now on development schemes)
3. to frame detailed schemes (once policy is approved) in close consultation with other departments.
4. to carry out development schemes promptly, to watch their progress from time to time to make or suggest modifications in the light of experience and generally to ensure that these schemes fulfil their purposes.

The Book Circular emphasizes on certain prerequisites as essential to satisfactory performance of these duties :

- a) close supervision, training, guiding, inspiring confidence, improving efficiency, fairness, strict impartiality and sympathetic understanding
- b) close touch with one another within and also with officers

*Head of Department means Government servants mentioned in Appendix 3 of Orissa Service Code. (74 categories + Consolidation Commissioners). (Vide Delegation of Financial Rules, 1978).

of other departments, (isolation, narrow departmentalisation, petty jealousies are to be eschewed)

- c) close touch with & cooperation of non-officials and non-official agencies.
- d) keeping abreast of related developments in other States (a stagnant department without new ideas is worse than useless),
- e) best possible advice to Government (no considerations extraneous to the department is given),
- f) responsibility to maintain discipline (a line department can better anticipate trouble and forestall undesirable developments),
- g) systemic tour (particularly in neglected areas) - keeping contact with leading non-officials and District Officers, (It ensures progress, checks wastage, coordinates efforts.)
- h) sending tour notes to Government (keeping Government informed)
- i) problems beyond solution at his/her level must be addressed to Government and personally pursued till orders are extracted (alternative is inertia and lethargy).

Nothing but the very best effort on the part of each Head of Department is good enough for, or likely to give satisfaction to, the public whose servant every public functionary is.

Distinction getting blurred

In practice the distinction between the Administrative Departments and the Directorate (Head of Department) is getting blurred. They are now seen nearer each other, some secretariat officer, usually an Additional Secretary to Government, is designated as Director (Head of the field Department) on the spacious ground that that arrangement cuts red tape, i.e., saves time in processing the programmes and proposals of the Head of the Department. Still the arrangements make a distinction between the two, though two functions are combined in one hand. The crux of the problem is decentralisation : how much powers the Administrative Department is willing to delegate!

In the mean time the old time obstacles to centralisation of powers are being overcome, distance no longer poses any problem in gauging people's wishes and in delivering services at the door steps, difficulties in communication have disappeared and Constitutional provisions have been made to share powers with elected bodies at grass roots. The central authority has been forced to delegate (perform an act of self-abnegation) and create conditions congenial to decentralisation.

Difficulties

Fesler in "Elements of Public Administration" has identified four factors which dictate whether to centralise or decentralise a certain activity. They are accountability of persons, age of organisation, functional differentiation and need for external cooperation.

1. Responsibility:

Administrative Departments are responsible for their work to the legislature. If things go wrong, one cannot plead decentralisation as an extenuating circumstance. Hence natural resistance to delegation, particularly if field is remote to daily supervision. This is the main reason why public undertakings are not free from Ministry's control.

2. Age of organisation: Administrative factors.

If an organisation or department is fairly old, its policies and techniques become fairly settled and it has developed an experienced body of field personnel, it finds easier to delegate functions and related authority.

3. Functional factor:

A multifunctional agency must decentralize because it is not possible for any single Head to have all the varied knowledge and experience.

4. External factors.

Factors like the need to secure the cooperation of elements outside the framework of the department or agency e.g. people, local body, voluntary agencies (NGOs) call for decentralisation or delegation

of powers. People at the village level, "grass roots" of democracy, have to be taken into confidence. Further an interaction with elected representatives in their constituencies can usher in a "cooperative administration". This is all the more necessary in the rejuvenated three-tier Panchayat Raj system which has thrown up elected representatives at such levels and with such powers that compete with the older democratic structure and authority. Sarpanches of villages, Chairmen of Panchayat Samitis and Chairmen of Zilla Parishads are the new levels of democratic representations which rival the representative character of Members of Legislative Assembly (MLA) and Members of Parliament (MP) in both area of operation and quantum of influence over the electorate.

Thus the Government of the day, as willed by the party in power, have to balance so many factors in deciding whether to centralise all powers of a particular sector in the Administrative Department or delegate some powers to the field units through a Directorate headed by a Head of Department. Once certain powers are delegated, it later becomes difficult to retract them. The political executive, a Minister, is often unwilling to believe that under the Rules of Business he has by an act of self-abnegation approved delegation of powers which has an element of money or influence and he does not therefore hesitate to impose some informal controls (maybe getting his men appointed or frequently transferring the personnel till the incumbents are fine-tuned to his desires. ☺

Public Accountability

Accountability on fear of penalty

People in administration have been given certain authority, certain powers and certain discretions - to enable them to discharge duties properly. They are to be held responsible if they go wrong, or misuse office. They are accountable to their superiors. One who controls these people asks them to account for their lapses, excesses, digressions, biases and whimsicalities. To the extent the objectives of administration or management are not served and not served well, the administrators are punished. Punishment varies from a mere censure to the loss of office, from a mere recovery of the quantified loss to a criminal prosecution.

Continuous process

Accountability is not a one time affairs, nor is it a post-mortem measure. It is a continuous process. Constitution, statutes, rules, bylaws, judicial decisions, precedents, customs and usage provide a system of controls. In a democratic government controls flow from five sources, viz. legislature, electorate, administrative superiors, professional bodies and judiciary. Some controls are immediate, some mediate and some others remote. Ministerial responsibility for a lapse in government leads to actions against individual officers down the line and that is a remote system in the sense that if a Minister resigns owning responsibility, every officer beginning with one charged with that work and found wanting in his work to the top echelon in the hierarchy in the chain of command would face punishment. If a superior officer faces action for a lapse, he would also book the officers below him if they have let him down in proper performance of their duties.

Legislative control

Legislature has a lot of ways of extracting obedience to laws and rules it has made for the smooth delivery of services to the people. They are : motion of censure, motion of no confidence, rejection of finance bill, questions, resolutions, motions of adjournment, debates, power to vote supplies or approve statutes. If the executive does not heed to the wishes of the Legislature the latter can pass a motion of censure against that particular branch of the Executive or against the government as a whole. Government may fall as a result. If it does not move the government, it certainly raises a public uproar against the government.

State Assemblies and Parliament have set apart an hour or so in their daily business schedules for questions and during the Question Hour, Members can ask for information on any matter, even matters with which the government is remotely concerned but with which the life or property of a citizen is concerned : questions in which a search light is turned on the activities of administration. It has no boundary of territory nor of time. Administration has to adopt a meticulous record keeping of every transaction in order to be able to explain why they are not at fault at any stage of action or omission. As the personnel change it is the records on which the successors would fall back to educate themselves on what has happened, how and why. The Minister in charge is cornered if he or she cannot explain why certain thing happened this way or that and not the way the Legislature wanted.

Legislators may pass a resolution against the government in a department or the whole government for its failure to attend to a certain matter of urgency. An adverse vote means the government has no moral right to continue in power any longer. A motion of adjournment is moved to discuss a definite issue of public importance. As it highlights a failure of the administrative machinery, a motion of adjournment sends every body concerned with that issue into a flurry of activities to deny the blame, or else the Government comes under censure. Even a notice of a motion of adjournment is enough to attract

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immediate intervention on the part of the executive wing of the government.

Debates are initiated by a legislator or a group of legislators always on something or the other to expose weak points in government's working. As the Government runs on the principle of collective responsibility of Ministers, weak points in the armoury of one ministry is considered as the weakness of the whole government, and if exposed in the Legislature, would have serious fall-out in the public, affecting the electoral prospects of the ruling party. If the Ruling Party has questionable majority, it may lead to fall of Government.

Government comes to the floor of the Legislature for approval of expenditure or to meet the cost of wages of its employees and of its works programme or to pass a new law. The Legislature may deny or disapprove supplies or a Bill which the Executive moves on the floor of the House if the latter has not cared to heed the directions of the former in any earlier occasion.

Dictatorship of the party leader

One who has watched how the Legislature functions knows that the legislature-oriented controls are useless if the ruling party has an absolute majority and a strong leader who displays an 'I don't care' attitude. Almost all issues are decided on the basis of a simple majority of members present and voting (special majority in exceptional cases like amendment to the Constitution or impeachment of Constitutional bodies), democracy has come to mean the dictatorship of the Prime Minister (or the Chief Minister in case of a State, but if CM is not supported by PM in such efforts the State may be brought under President's Rule). The leader of a Party which has absolute majority may behave like a dictator if he so wishes. Malaysia and Singapore have come down heavily on dissent in the name of a higher rate of economic growth.

Voters

The electorate, people who have right to vote, may reject the

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present Ruling Party at the next elections if the government does not come up to their expectations. It is not necessary that all voters have to join hands to extract responsibility or wait till the elections are held, they may form lobbies, unions, or pressure groups to build up an atmosphere against Government of the day and thus create a climate for their defeat at the next polls. The party which has the next elections at stake would have to listen to them.

Departmental control

Minister's responsibility gets translated into actions against the employees who are found to have defaulted or negligent in their actions. These are indirect controls of people over various rungs of administration which have also direct accountability to their superiors. Though not visible to the common people, every employee in the administrative hierarchy is subject to supervisions and directions of next higher official and thus amenable to disciplinary action if he or she is found to have gone wrong.

One would feel that the technical employees may take the excuse of their expert knowledge and avoid penal action even if they do not serve the people properly. This is not true. Professional employees, like lawyers, engineers, and chartered accountants are required to maintain minimum standards prescribed by their councils. A complaint to their councils is always enquired into and if failure to abide by the code of ethics prescribed by the Council is proved, the accreditation or registration is withdrawn and thereafter further practice in the line becomes a criminal offence. Failure to adhere to norms leads to loss of profession.

Judiciary is a Constitutional branch of the State which interprets laws and regulations and keeps a watch if any authority transgresses the limits of law. Our Constitution endows certain extraordinary powers on the superior Courts, in form of writ jurisdictions like habeas corpus, mandamus, injunction, certiorari, prohibition, quo warranto, each one of which is intended to extract responsibility from the executive functionaries. Judicial control thus

provides remedies for citizens against administrative excesses and biases. Not only in civil or criminal matters do the Courts provide justice, they thus provide extraordinary remedies against violations of the Rule of Law in governance of the country.

Ethics of accountability

Accountability is always based on certain ethics. Problem is peculiar to the managers or executive heads. Individually, a manager is just another fellow employee. But they collectively form the leadership group of institutions. They are not known to outsiders. Even the most powerful head of the largest organisation is unknown to the public. They have a set of ethics to follow. A manager may be a generalist or a professional. The term "professional" means a member of a leadership group, who is chosen to man the post because of his technical knowledge. They have a code of ethics. For example, physicians swear by Hippocratic oath, which to a Greek physician means: *primum non nocere*: "above all not knowingly to do harm". All clients, all citizens know that the professional will not knowingly do harm. On the other hand, the professional has to be autonomous, - private in his decision, - not subject to political or ideological control. Because of awareness of consumers' rights, professionals are increasingly coming under judicial scrutiny, be it Consumers' Forum or a Court of Law.

In order to be permitted to remain autonomous the managers and knowledge-professionals have to impose on themselves the responsibility of the professional ethics. In a way, senior executives violate their code of ethics when they go on hiking their pay and perks packages because the company is making profit. They threaten to leave the job unless a rise is agreed to. Such executive compensation they seek harms the organisation knowingly in the long run. The organisation sometimes adopts "golden fetters" i.e. the executive loses benefits and faces some penalties if he leaves the organisation. Sometimes if the penalty of leaving is great, it leads to "negative selection" of the knowledge executive who thereby stays where he knows he does not properly belong. We should remember that all

mediaeval serfdom began as an eagerly sought employee benefit and zamindari system became a permanent feature in British India because the land revenue collectors sought better 'employee benefits'. While these managers maintain their autonomy they will have to be 'public' in their ethics. Common man does not understand rhetoric of profit so long as the managers do not display a sense of social responsibility. Profit is a private concept, but social responsibility is a 'public' manifestation of an organisation's commitment to the common man.

Social irresponsibility

The greatest social irresponsibility is to impair the performance capacity of the institutions by asking them to tackle tasks beyond their competence or by usurpation of their authority in the name of social responsibility. It is a socially irresponsible manager who does not achieve the installed capacity on the plea that he is giving priority to the institution's social responsibility over achieving plan expenditure and plan objectives. If expenditure as planned is not achieved the organisation becomes unproductive to that extent and the managers prove themselves unfaithful of the society's trust.

Bureaucratic growth

Any large organisation soon develops a bureaucracy. Keeping accounts, following precedents and justifying every action on basis of rules and laws - all these necessitate paper work. Hence a host of people whose duty is to keep records of every activity - but not to perform or produce results. They help the managers or decision-makers to explain their yesterday's conduct today.

Travesty

In all public offices there is so much reliance on note sheets, which explain why this is done and not that, that a good officer or manager is thought to be one who anticipates what his boss wants and gives notes accordingly. There had been commissions of enquiry when the public outcry could not be otherwise contained, and sometimes they have established where the management went wrong, but hardly any punishment followed. This has acted as examples to

others : 'You are not accountable'. If the senior executives go scot-free the managers down below get a taste of making hay while the sun shines. With the manager the subordinates get exonerated of any culpability. Needless to say, the political managers being at the helm of these affairs set the whole process of criminalisation of administration in motion and the people who connive with the masters have such a taste of perks of being on the side of the minister that they queue up, at the doors of the ministers designate, to get a posting nearer him/ her.

Changed role

In a democracy, civil service constitutes the permanent element of government, and politicians the transient. Ministers being the leaders in government (should) own responsibility for any lapses on the part of the civil servant. That ensures anonymity of civil service and growth of professionalism, as they are shielded from public criticism. Whichever party rules, the permanent element works. Frequent change of government, i.e. of political leadership, has not destabilised the French Government; because their civil service is strong and well-defended by each political party.

Ministerial responsibility

vs bureaucratic response

In our country a tendency has grown to blame the bureaucrats for any failure on the part of the political leadership. Ministers thrive under the cloak of bureaucratic responsibility, instead of bureaucracy thriving under the cloak of ministerial responsibility. For any lapse a Minister would sooner blame his departmental officers than own responsibility. Owning responsibility would mean resignation from the Government. Nowadays no Minister is owning responsibility for any lapse of his ministry or department. No wonder bureaucratic irresponsibility is rising under shamelessness of democratic leadership.

Emergency followed by Janata Rule and then by Congress(I) Rule changed our concept of commitment to job. In quite a few cases, it meant commitment to the political boss. Of late there has been a growing tendency on the part of the political leader to appoint men and

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women who were earlier working with him/her to plum (key) posts, as if they are the repository of merit, ignoring the general chain of command. Merit is now equated with the period of personal service one has in the past rendered to the political chief. There will now be a run for getting appointed to the cadre of the personal staff of the present political chief or of the person likely to gain political chieftainship in the days to come so that these years would merit him to a plum post later on. This cuts across political neutrality, and therefore professionalism and career planning. In these circumstances administration becomes responsive to the needs of the leader and not to the needs of the people. The wind of judicial activism and the climate of transparency that are sweeping the society these days augur well for a responsive administration that would be responsive to the needs of the people in general and not to the people in power. 📖

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