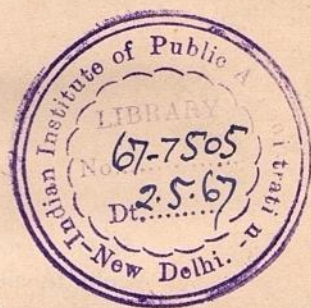


THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION

Report
of
The Evaluation Committee



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INTRODUCTION

1. In order to assess the work of the Institute, in the context of its objectives, the Standing Committee of the Indian Institute of Public Administration appointed in 1965 and Evaluation Committee consisting of Shri S. G. Barve, Member, Planning Commission, as Chairman and Dr. P. S. Lokanathan, Director General, National Council of Applied Economic Research, and Shri T. P. Singh, Secretary, Ministry of Finance, as Members. The "broad terms of reference" of the Committee as communicated by the Director in his letter No. Adm/5(1)/65 to Shri S. G. Barve are given below :

- “(i) To make a broad review of the work of the Institute and the School in the context of the objective for which they have been set up.
- (ii) To evaluate in particular the progress of research work of the Institute/School.
- (iii) To suggest ways and means for improvement of and revision in the pattern of activities which the Committee may consider necessary in the light of the review and evaluation.”

2. In the course of its deliberations the Committee met the Director, the Members of the Faculty, some Members of the Executive Council and some other members of the Institute as well as those interested in the functioning of the Institute. Through a news item in the August and September 1965 issues of the I.I.P.A. Newsletter, members were also requested to send in their suggestions regarding the organisation and working of the Institute. The suggestions received from Members in response to this and the memoranda received from the Members of the Faculty were also taken into account by the Committee. A questionnaire was also circulated among the Institute's diploma holders for the purpose of a sample survey

regarding the Diploma Course. The Committee is grateful to Shri C. V. Nagendra, Deputy Secretary, Finance Ministry, whose help was kindly made available by Shri T. P. Singh, to function as Secretary to the Committee.

3. The Institute's genesis can be traced to a survey of public administration in India conducted in 1953 by Dean Paul H. Appleby, Consultant in Public Administration, Ford Foundation. Relevant extracts from his report are given in Annexure I.

4. The recommendation of Appleby was accepted by the Government of India and the Institute was inaugurated in 1954. The Institute was registered as an autonomous body under the Societies' Registration Act, 1860. The Memorandum of Association and Rules listed the main objects of the Institute as under :

- (1) Publication of a regular journal and of research papers from time to time.
- (2) Maintenance of a library and a clearing house for information.
- (3) Conducting research projects and studies in Public Administration problems.
- (4) Holding Conferences and Seminars.
- (5) Conducting of post-graduate study courses and refresher courses.
- (6) Assisting in the development of graduate study programmes.
- (7) Establishment of a School of Public Administration.

5. The School of Public Administration was started as a wing of the Institute in 1958. It offers a Master's Diploma Course in Public Administration. The duration of the course which was originally two years, was reduced to one year from 1962-63. A foundational course in the first term is followed by a specialised course in different optional subjects in the second term. Details regarding the number of students, etc., are given in Annexure II.

6. Research in the Institute is done in several ways. Apart from the research done by the research staff including teaching

staff, or persons specially chosen to study particular problems, research is also promoted by group studies, seminars and conferences and case studies. The research programme of the Institute is determined by a Committee of Direction of 7 Members of the Executive Council including the Director. Particulars of the research undertaken so far may be seen in Annexure III.

7. During the decade it has been functioning, the Institute has increased its membership from the initial number of 500 to over 2,000. The list of the present number of regional and local branches is given in Annexure IX. The Central Institute gives an initial grant of Rs. 500 to the Regional Branches and Rs. 250 to local branches. Besides supplying free all the publications to these branches, they are also aided if subjects of the research studies are approved. Wherever the regional branches are able to get a grant from the State Government, a matching grant is also given by the Central Branch. Besides this, the branches also get one fourth of the subscriptions collected from that area.

8. The Institute publishes a monthly newsletter and a quarterly journal. The journal is edited by an honorary editor who is assisted by an Editorial Board and an Assistant to the Editor. The Institute also maintains an excellent Library with more than 70,000 volumes of books, published documents, periodicals and newspapers.

9. A review of the activities of the Institute was made in 1961 by Dean Appleby. We have printed the Memorandum submitted by him in full in Annexure IV. In March 1961 the Executive Council of the Institute appointed a Committee to consider the activities to be pursued by the Institute over the succeeding 5 years. The report of the Committee has already been published.

II

PURPOSE AND OBJECTIVES

10. While the Institute has undoubtedly been successful in certain ways and in certain directions, it has to be acknowledged that the high expectations entertained when the Institute was founded, cannot be said to have been so far fulfilled.

11. There is no doubt that the establishment of an Institute of Public Administration under high auspices at the Centre has

served as an authoritative acknowledgement of the importance of the problems of public administration, in the contemporary situation in this country. The establishment of a number of regional branches and centres has helped to spread this awareness. The Institute has published over the years a journal which has maintained a high standard and has now come to acquire a status of repute in the professional literature on the subject. The Institute maintains a good library with a fine collection of books. It has also provided over the years a forum and a platform where the practising administrator and the academician interested in study of and research in problems of public administration could meet and exchange views. It has been conducting an academic-professional training course over a number of years and has accomplished a certain amount of work by way of research and case studies in some problems of public administration. The Institute has also organised a number of useful seminars, conferences and *ad hoc* training courses wherein it could get together both academicians and practising administrators from the Centre as well as from the States.

12. The Institute has a well-located and well-appointed campus. It is reasonably well-provided with buildings, an auditorium, residential accommodation for staff and the alumni and other physical conveniences and facilities. Its location at Delhi and its lines of communication with the Administration are also an invaluable advantage to the Institute for fulfilling its objectives.

13. It cannot, however, be claimed that the Institute has yet been able to establish itself as the premier national institute for advanced study and research in public administration. It has also yet to win its spurs as a dynamic agency for the improvement of administrative techniques so urgently needed having regard to the enormous expansion in the development tasks and responsibilities of Government. We are conscious that actual improvement in administration depends upon numerous powerful factors not amenable to the exertions of a body liketh is. Nevertheless, we share the disappointment that was expressed to us by so many of our witnesses in that the Institute has not been able to build up, as it was justly hoped that it would, at least the nucleus and image of an organisation which could release the necessary

impulses and in course of time build up an effective impact for the betterment of the administrative complex. In what follows, we have set out our evaluation of the principal present activities of the Institute and the directions in which, we think, they ought to be reoriented to achieve the larger purposes for which it was established.

III

THE SCHOOL AND TRAINING PROGRAMMES

14. The discussions of the Committee with various persons reveal a widespread sense of dissatisfaction with the Diploma Course. Though the Members of the Faculty were initially almost unanimous that the Diploma Course was misconceived and kept them occupied without much purpose, they later appear to have modified their view and stated that the MDPA Course had benefitted the students though it might not have had a very practical bearing on their immediate functioning. The result of the random survey among Diploma holders (Annexure V), however, confirms the original view of the Faculty that the Diploma Course is more one of liberal education and has little practical or professional utility.

15. The MDPA Course appears to us to fall between two stools. As a purely academic course of instruction in public administration it seems to us to be inadequate in content. On the other hand, as a course of general training for the professional administrator, it would seem to be deficient both in content and focus. It has also no particular merit as an added qualification to the young aspirants to public services in that it is unrelated to any specific improvement in their prospects for employment.

16. The MDPA Course has so far coached up 200 odd students during the years 1958/1964-65. The Institute has no information about their present deployment. The annual budget of the School is of the order of Rs. 2 lakhs and it has been quoted to us that the annual expenditure on a student incurred by the School is of the order of Rs. 5,000.

17. One of the drawbacks of the MDPA Course considered as a general professional course for the practising administrator,

is its duration. A ten-month period seems too long to attract senior personnel from Government and the present experience is that the Course has been attracting only junior officers as will be borne out from Annexure V.

18. We feel that it is necessary for the authorities of the Institute to think out and formulate clearly what precise part the Institute is called upon and best qualified to play in the field of training, having regard to its objectives, its special opportunities, and present resources.

19. It cannot be denied that public administration is relatively a young Faculty in our Universities and that even from the point of view of improvement in the standards of public administration in the country, a reinforcement and strengthening at the academic level is very desirable. Yet at this stage the improvement of pedagogic standards in the teaching of public administration can hardly be reckoned as one of the primary objectives of the Institute. Besides, such improvement, it would seem, has to be and can be brought about, in the main, by the Universities, themselves. Public administration has, as a subject for teaching, close and intimate links with Political Science, Economics, Sociology, Anthropology and other connected disciplines. High academic standards in one subject cannot be sought in isolation and divorced from the constant inter-play of inter-disciplinary exchange which can only be secured in the environment of a University. The Institute has no doubt a contribution to make to the enrichment of academic standards in the teaching of public administration in the universities. One of the important deficiencies in this field of instruction is the lack of suitable literature based on Indian conditions and Indian experience. The production of such literature through its research activities is one of the important lines in which the Institute could make a contribution in this respect. The academicians in the Institute do enjoy—most or at any rate, at least ought to enjoy—exceptional opportunities for contact with practitioners in the field and for a look into the actual conduct of administrative processes and affairs. It is by sharing this experience and by making their special lines of communication available to the university personnel on secondment to its establishment or in other ways, that the Institute can

best make its contribution in this respect. The Institute is so placed as to serve as a special bridge between universities and the agencies of public administration. In all countries there is a measure of distance between these two; in India the remoteness is still, if anything, especially marked. The Institute would play its role, in the field of academic teaching of public administration, best in a complementary and supporting manner rather than by duplicating university facilities or appearing to be competing with them. If the University of Delhi or the new Nehru University to be established were, for instance, to attempt specially to develop a strong faculty in public administration, the Institute may be able to help out of its resources and opportunities in such an effort. But we do not feel that it is either necessary or desirable for the Institute to conduct ordinary courses in post-graduate teaching in public administration which the universities can do as well and recommend that as soon as a view is taken on the alternative training courses to be devised, the MDPA should be closed. Apart from this, if the Institute's professors or readers are invited by universities outside of Delhi to give short specialised courses of lectures for post-graduate classes in public administration, subject to the Institute's convenience, this may be freely allowed and even encouraged.

20. The Institute has an important part to play in the field of training of personnel. Here again, the precise role that the Institute will play in this wide field has to be formulated, having regard to its special and specific capabilities.

21. Even though a great deal remains to be done for providing adequate training facilities professionally to the various classes and ranks of officers in the public administration, there exist now a large number of specialised professional training establishments both in the States and at the Centre for several classes of public services. Initial and in-service training is imparted to the members of certain services; for instance, at the National Academy of Administration at Mussoorie. There are several other similar establishments for the Police, Railways, Forests and various other Central and State services. It is obvious that the Institute has no special capability for giving *specific* professional training with reference to any specialised

class of Government servants. This training is best imparted, in the main, through the respective departmental training establishments specially appointed for the purpose.

22. What then should be the precise focus and purpose of the Institute's activities in the field of training ?

We feel that the answer is indicated by the large number of short-term *ad hoc* courses, seminars and syndicate studies successfully conducted by the Institute in the recent years. The data of such courses organised during the past few years are given in Annexure VIII.

We feel that it is essential that such courses should be professional, objective-oriented and with practical bias. The focus should be mainly on the public servants of middle and near top seniorities where the effort to widen comprehensions is likely to be most rewarding. The duration should be short enough to enable participating Government Departments to spare their senior and middle-level executives.

23. Apart from such specialised short courses and conference programmes, one may also possibly think in terms of a general professional course, say, not exceeding six months' duration at the most, for executive development of middle and senior level civil servants. In the term 'Civil Servants', we herein of course include not merely the general administrator but also the technician and the scientist, like the engineer, Director of Agriculture, technical executives of public sector undertakings and the numerous other practitioners in specialised fields whose work is embraced in the administrative complex today. In fact, for the best advantage, it is necessary that the participants are drawn from different disciplines though the range might with advantage cohere and inter-connect within the framework of some large economic and social development objectives. Admissions, level of intake of participants, the exact curriculum, the details of the training programme, etc., will of course have to be carefully drawn up. If such a course is introduced we would recommend that there should be a systematic follow-up of the work done by the alumni back in their original jobs in the period

following their term at the Institute. This would be an important aid to the evaluation of the course.

24. We feel that the training capabilities of the Institute would be far more purposefully employed and better focussed if they are oriented in the manner suggested above. We of course appreciate that research cannot be carried out just by itself and has to be related to something else. This something can be teaching. But practical use is a still better stimulant of research and in the various courses and conferences that we envisage the Institute would carry out, there will be ample opportunities for the testing out of the results of research in the light of practical experience. Moreover there will be opportunities for teaching as well. The closure of the present MDPA Course as recommended by us would not mean—and it is important that it should not mean—that the Faculty Members would not have opportunities to teach. In the numerous *ad hoc* short-term courses that, we recommend, should be undertaken, as well as the general six-month course we have suggested for possible consideration, besides seminars and conferences, there will be ample opportunity to the Members of the Faculty to formulate their findings from research into material for teaching and lectures. In particular if a general professional executive development course is also introduced, there will be a place in it and opportunities for the teaching of some academic subjects, as well. We expect that all these courses altogether would serve the dual purpose of furnishing an opportunity for dissemination of available information and knowledge as well as of throwing up of various issues for further studies.

It is possible that teachers of public administration in universities may find it profitable to join in the general executive development course. One of the handicaps they most suffer from today is their lack of close contact with the practitioners in the field and the thought processes and reactions typically playing in the field of administrative decision-making. It is possible the opportunities furnished by such a course would be welcomed by them. On the other hand, the practising administrators would equally profit from the academic refreshment that they would receive by such commingling. We have suggested in a

subsequent paragraph that the Institute may take a lead among other things in organising periodical conferences on training facilities as well as in the teaching of public administration in universities. The details of the general professional course could profitably be discussed, we feel, in such conferences.

25. The organisation of these courses including the *ad hoc* short-term courses as well as the conferences and seminars, must of course be preceded by adequate planning and preparation. There must be adequate teaching material for each course throughout and prepared in advance. In organising the courses and conferences the Institute should be able to draw upon the valuable help and enrichment of outside persons particularly from Government Ministries and agencies connected with the subject, over and above its own faculty staff. There must also be an appropriate follow-up of the proceedings of, at any rate, the more important of such courses and seminars. The School itself has sufficient experience about the organisation of such courses and beyond stating that adequate organisational and administrative assistance should be made available to the Professor or Professors placed in charge of these undertakings, we would not go into the details of the mechanics for such arrangements, which are quite well known.

IV

RESEARCH

26. The original expectations that the Institute would rapidly develop into a National Centre for Advanced Study and Research in Public Administration have not been fulfilled. Not many of the publications have been able to compel attention. The research work has been somewhat diffused and mainly descriptive without enough focus on live and major issues. Out of about 60 research projects undertaken in the past decade, only a dozen or so have been printed and about 16 have either been dropped or have not made significant progress as will be seen from Annexure III.

The Five Year Plan Committee had recommended an annual review of progress in research and a quinquennial evaluation, the first to be undertaken in 1963. Beyond the brief mention in

annual reports there does not seem to have been any such annual review undertaken or a quinquennial review in 1963.

27. The scope for research in public administration in our country at the present moment when tremendous changes are occurring in all fields, is vast. However, the resources of the Institute are limited both in the matter of manpower and finances. While working out a programme of research, therefore, it is essential to lay down a scheme of priorities and keep in view the relative importance of different problems. A balance has also to be maintained between contemporary problems and problems in a somewhat longer perspective.

28. The detailed programme of work when drawn up should specify the nature of studies to be undertaken, the manpower requirements, financial commitments, administrative support, etc. and specifically designate the person to be in charge of each research study. Obviously there would have to be a Committee responsible for keeping a watch over the progress of each specific research programme. In the case of research programmes undertaken on behalf of outside authority, there would presumably be a representative of the sponsoring organisation on the Research Committee. All these details are evident enough. We have, however, heard from many people how some of these arrangements are lacking at present in the Institute and that is why we have troubled to touch upon some of these details. We attach as Annexure X a note which was furnished to us by a sister organisation setting out the precise arrangements that they make for their research projects.

29. As at present, the research conducted in the Institute is directed by a Committee of Direction for Research which consists of some members nominated and drawn from the Executive Council with the Director of the Institute as *ex officio* Secretary. We gather that the Committee has been generally meeting twice a year and that since the last few meetings the Faculty Members are also invited to attend. While an active, general Committee of Direction for Research in whose deliberations there would be full opportunities for the Faculty Members in charge of research to make their contributions, is obviously

necessary and desirable, more specific direction and follow-up of individual research projects through appropriate level Committees would also seem to be called for. This appears to have been wanting so far and this, perhaps, is one of the main reasons why so many of the research projects have fallen by the wayside or have been inordinately delayed.

30. The programme of research projects would of course be carried out in the Institute as at present through various agencies. Some of the research will be carried out by way of 'doctoral' research by research scholars and fellows and some other research work would be undertaken on the initiative of the Institute or at the request or suggestion of a Government agency or on contractual basis. Research may be conducted by one or more members of the professional staff employed by the Institute.

In fact we would like particularly to recommend the institution of a sufficient number of senior fellowships, perhaps of a duration of a year or eighteen months, which would be suitable for senior public officials as well as senior teachers in public administration to avail of for the purpose of doing research on a chosen subject during a 'sabbatical year'. Apart from these, we would like to suggest that the Institute takes a lead in organising Study Groups for research into specific subjects. Such Study Groups have been conspicuously successful elsewhere and the opportunities for such work to be conducted under the auspices of the Institute located as it is and with the status and access that it enjoys, would seem to be promising. For such Study Group research projects to be successful, it is essential that the Study Group should be adequately serviced and should have at least one full-time member drawn from the staff of the Institute. While the Study Group would be able to draw upon the experience, judgment and special knowledge of members, particularly practitioners in the field, comprising the Group, unless it is underpinned by a nucleus of essential servicing provided by the Institute, the projects would not be completed on time or at all. It is necessary that all research projects should have a time target and while the target may be reviewed for a good reason, the progress ought invariably to be scrutinised periodically.

31. Case studies programme undertaken by the Institute has proved useful. There is ample scope for such case studies and we feel that the programme should be continued. As far as possible, case studies should deal with live issues. Where 'burnt out' cases are taken for case study, it should be ensured that the cases chosen are typical and illuminative. The Institute has also been carrying out interesting studies in survey research which also, we feel, should be continued.

32. Some research is being carried out in the field of public administration in the Universities and by certain other agencies. Having regard to the role that we envisage for the Institute, we would recommend that the Institute should keep itself posted, as far as possible, with the research undertaken in this field elsewhere. We would suggest to this end, the Institute taking the lead to organise, say, an annual or a biennial conference of all such agencies to survey and map out the important fields for research and to acquaint each other with what is going on elsewhere with a view to avoiding overlap and promote the concentration of effort on the most crucial and rewarding areas. Against such a larger frame work the Institute should chalk out for itself, on both a long-term and therewithin on annual basis, a programme of research, having regard to the special opportunities it enjoys in certain fields. There should be a regular and systematic review of the progress of research within the Institute both against the short-term programme and the long-term canvas. With a strong and well-developed Research Faculty, the Institute should be able in time to play an adequate role to match its status and responsibilities in this field.

33. While a wide variety of research schemes have been taken up by the Institute, the choice of scope seems to have lacked focus and it would seem that there has been no well-planned programme of work with a close follow-up. One of the factors which probably has contributed to this state of affairs is the following: It is important that in the drawing up of the programme and its implementation, the full participation of the professional staff of the Institute working on the research side should be secured. A feeling seems to be widely entertained among the Members of the Faculty that they have not had

adequate opportunities for such participation. The post of the Chief Research Officer has remained unfilled for several years. There also seems to have been want of certainty and continuity in respect of funds for carrying to completion research projects already undertaken. The internal organisation of the Research Division and its relationship with the teaching Faculty seem also to need better thinking out. We came upon a number of complaints of inadequacies of organisation and support in the Institute on the research side. These are, however, matters of organisational detail, which have to be settled by the executive authorities of the Institute, and we would not go beyond mentioning them. There is one important point to which we must make a reference. In spite of this being the specific purpose for which the Institute was established, and in spite of the over-weighting of its governing body with high officials, in practice the Institute has not been able to establish systematic liaison between the academicians of the Institute specialising in the various subjects and the government agencies operating in these areas of administration. This is a matter deserving of the best and most earnest attention of the authorities of the Institute.

Another important point to which we must advert is the following: It has been mentioned to us by several witnesses that due to the close association of the Institute with Government and the preponderance of Government officials on its governing body, a sense of hesitation and delicacy has come to be entertained in respect of appraisal of performance or evaluation to be made in the course of research, where it may happen to be critical or unfavourable. We have not been able to trace to any origin this wraith of suspicion. In any case we are clear that the results of researches will serve Government poorly indeed if they are not to be wholly objective and fearless. We are sure nobody in authority wishes it otherwise.

V

BRANCHES

34. A number of regional and local branches have been established under the Institute. The particulars about these are given in an Annexure IX. While some of the branches are

active, on the whole, considering the scope and need for such regional organisations, we feel that a great deal more needs to be done for strengthening and activating the branches where they exist and for establishing new ones where they do not.

35. In a federal administrative complex such as we have in India, the Institute can do but little from a single central locus. After all, the great bulk of the day-to-day administration touching the life of the citizen at multifarious points is carried out in the States. It had been envisaged right from the beginning that the Institute would need to develop a strong and widespread regional base in due course. There is now a growing consciousness among the State administrations of the need and importance of administrative reform and training for administration. It does not seem, however, that the regional branches of the Institute have been able to make any significant appeal to this consciousness. If the State administrations find that the regional branches of the Institute are a valuable aid and ally in conducting studies, in formulating issues, in propounding solutions, in assembling comparative data and so forth, we have no doubt that they will move increasingly in support of the regional branches of the Institute.

36. One of the important objectives of the Institute must be to collect comprehensive and up-to-date information on contemporary and administrative problems in both the States and the Centre, and function as a general clearing-house for such information. Active and well-established regional set-ups would, therefore, not only be in themselves useful ancillaries to the Institute in their respective fields but also serve as valuable feedback lines of communication for collecting local information and making it available both at the Centre and in between different States. Although the main contours of the State administrations will continue to be largely similar, having been derived from a common unitary government over decades, increasingly in various fields of State legislation and activity, varying patterns of administrative form and procedure are developing in different States. As at present, the comparative information on any subject as between different States is not readily available. One of the important services that the Institute is ideally placed for

rendering is establishing through well-appointed regional branches a net-work of countrywide cross communication channels in this field. It is also an important point in this context to note that increasingly the public administration in the States is being oriented towards being carried out in the respective regional languages.

37. The sources of finance for regional branches as at present are, in our opinion, wholly inadequate. Hithertofore, they have not generally been able to secure any significant support from the State Governments. Regional branches will not be able to fulfil their role unless they are provided with sufficient funds to carry out at least their minimum essential services. A regional branch ought to maintain a good reference library. It should also have a small nucleus of research staff on a stipendiary basis. It should further have some provision of funds and should receive, as necessary, appropriate organisational support from the Central Institute for arranging seminars and syndicate discussions. This is a minimum programme for each regional branch. Over and above this all manner of opportunities for a wider range of usefulness could open out in course of time, *e.g.*, organisation of consultancy services, undertaking and publication of special research projects by individuals or study groups, helping State Governments and local bodies in training programmes, etc. There is a great deal of valuable administrative experience and expertise available in the States and it is necessary to arrange for it being tapped. We have no doubt that in the beginning the regional branches will need to be financially and organisationally nursed by the Institute from the Centre. Once they establish their usefulness by proving that they are more than mere discussion clubs holding occasional and infrequent meetings, we have no doubt that the State Governments will start taking an active, organisational and financial interest in them.

38. We feel that it is necessary and would accordingly recommend that a scheme should be drawn up for actively helping regional branches to be set up and, when they are set up, to function on an adequate basis. Provision should be made for the necessary financial contributions from the Institute at the Centre with some matching element from the States which may

go on increasing as the branches establish their usefulness over the years. It may be that the Regions should be authorised to keep a larger portion of the membership fee than they do at present as a part of their financial strengthening. But we recommend this not so much because membership fees can ever, in our judgment, become anything like a principal financial mainstay whether at the Centre or in the Regions but because an incentive towards membership enrolment is worth furnishing to the regional branches for its own sake.

VI

PUBLICATIONS

39. The "Journal", the "Newsletter" and the "Perspectives" published by the Institute have been uniformly praised for their high quality. The contribution from the Institute's own professional staff in the Journal has, however, been limited. With further development of research in the Institute, it can be expected that this position would improve. The Editor is a senior Civil Servant who works in an honorary capacity and is assisted by an Assistant to the Editor who also looks after certain other work. With the growing increase in the work, this combination may not work satisfactorily. It was suggested to us that a full-time Assistant should be made available to the Editor. The Assistant will also be able to meet the demand from the regional and local branches for assisting them in their publication work.

40. We also note that the Institute has had considerable difficulty in making arrangements for the early printing of its research studies and some of the delay is attributable to this factor. We have no doubt this state of affairs needs to be and can be easily remedied by the management.

VII

STAFFING AND ORGANISATION

41. The Committee would be less than fair to those who entrusted the work of evaluation to it if it did not record the opinion which was expressed to it by several persons that both

the governance and the management of the Institute need to be vitalised and re-oriented.

42. Initially, of course, it was invaluable for the Institute to have on its management prestigious personalities from the public administration. There is every reason why this association of high dignitaries with the Institute should be continued. Functionally, however, such dignitaries and senior officials are usually very busy persons who cannot have the time to devote to the direction and conduct of the varied activities of the Institute.

43. Apart from the composition of the governing body, it is obvious that for the proper functioning of the Institute there should be a dynamic day-to-day management and leadership. After all, the governing body, no matter how constituted, would, as a rule, only decide matters brought up to it by the spot management.

44. Then, there is another important factor which we must place on record. It is obvious that in the Management of the Research Institute, there must not be a hierarchical atmosphere but one of participation and self-governance embracing within its fold the community of scholars and the professional staff of the Institute. The impression that we have gathered and which we regard it as our duty to place on record is that such a feeling is absent and indeed that there is a widespread sentiment of frustration, purposelessness and non-fulfilment. Participation and job-satisfaction are more powerful inducements at this level than merely the emoluments. We have not gone into the details of how exactly the Faculty Members may be drawn into the ambit of participating management. This will have to be done at various levels and functionally with reference to definite tasks. This is partly an organisational detail for the Institute's authorities to decide and partly a question of attitudes. A good deal could have been done in an informal way. However as that has not transpired we would suggest that in order to secure on an institutional basis the participation of the staff of the Institute in the professional work, it might well be worthwhile constituting an Academic Council with advisory status comprising, say, the senior members of

the Faculty under the chairmanship of the Director. The Academic Council may have powers to consider any issues in the field of Research and Training and the authority to transmit its recommendations to the Executive Committee for its consideration.

The Institute represents both a professional organisation of those interested in public administration as well as a focus of certain Research and Training activities. The elements are, however, thoroughly compatible and it should be possible to weave them together.

45. "The Institute of Public Administration", Dr. Appleby observed, "should itself be a model of internal administration." For various historical and other reasons, we get the impression that the internal management is overshadowed by rigid departmental procedures awkward enough in a Government Department but certainly wholly out of place in a Research Institute dealing with academicians. It may, of course, be that the fault arises out of the chronic financial stringency in which the Institute has had to operate and the exiguous regimen imposed by its want of sufficient financial resources and autonomy. We will deal with the finances of the Institute in another paragraph.

46. An important issue is the staffing of the Institute. The Institute is designed to provide a seedbed for multiple cross fertilisation between diverse elements entering the administrative complex in India. Such cross fertilisation is necessary between practitioners and academicians of public administration; it is also necessary by way of inter-regional exchange of experience and information as between the different regions of the federation; it is furthermore necessary by means of interdisciplinary exchange as between technicians and theoreticians specialising in the different fields.

47. The Institute is also designed to achieve such cross fertilisation of experience and ideas as between the political administrator and the civil servant, the latter term being used in a wider sense to include not only the general administrator but the engineer, technician and the scientist as well.

48. The staffing of such an Institute is a problem as delicate as it is important. Academicians in the field of public administration all over the world are somewhat removed from the practitioners in the field. For various reasons the distance in India has been even greater and yet if the necessary impact is to be made on public administration, it is important that the practitioner and the academician are brought into constant dialogue. It is precisely this purpose that the Institute is designed to serve as distinguished from Universities which teach in the Faculty of Public Administration. The staffing of the Institute has, therefore, to be viewed in this light.

49. As at present, most of the members of the Research and Teaching Faculties are academicians. For some special programmes, some administrative professors were engaged for a while. The membership of the Institute gives to the academicians or should give—and we would recommend, in parenthesis, that the management do strive to secure this in practice to a far greater extent than seems to obtain generally to-day—an approach and an access to the desks of administrative decision-making. It was, however, suggested to us and we recommend the suggestion that attempts should be made to obtain on secondment for a tenure of 3 or 5 years the whole-time services of suitable administrators of experience—preferably of middle and near top seniority—who can join, for the duration of their deputation, the Institute's staff and do teaching or research in their fields of special aptitude and experience. (We have not suggested induction of top level Civil Servants in this context deliberately knowing how impossible it is for Government to spare the really good ones from amongst them.) We should expect that such Civil Servant professors would not only contribute most usefully to the teaching and research of the Faculty during their tenure at the Institute but would also go back to their administrative jobs considerably enriched by the academic refreshment that they would have themselves received.

50. On the academic side we would recommend the staff should comprise a certain nucleus taken on a career basis as well as members of staff taken on shorter tenures, say, five-year renewable terms. We envisage that in the permanent nucleus while

the academicians will be specialists in their own Faculties, *e.g.*, Political Science, Economic Administration, Sociology, etc., they would all be fully committed to the subject of public administration. There would be others—may be persons who have served as professors, readers or lecturers in Universities—who would come on 3 or 5-year tenures. Such persons while appreciating the enrichment of the opportunities given by the Institute in the field of public administration, might not want to be committed to the subject for all time to the detriment of their respective special Faculties, *e.g.*, Economics, Sociology, etc. We envisage generally that the staffing pattern of the Institute should not belong to the conventional monolithic prototype and should be deliberately diversified so as to answer the Institute's multiple objectives of cross fertilisation.

51. So far as the terms for the academic staff are concerned, we have only a general observation to make regarding their emoluments. For the successful working of the Institute we think it is essential that the scales of pay of professors, readers and other teaching and research staff should be at least comparable to the corresponding University scales. In fact, we feel that they ought to be a step ahead or a shade better. We understand that this was recognised when the scales were originally framed but that the University scales have been reviewed in the meantime. The position in the Institute now requires reconsideration. If the scales are a step ahead of the University scales, it would also facilitate obtaining on deputation for, say, 3 or 5-year terms, readers and professors of public administration from different Universities to serve at the Institute. With the opportunities that the Institute should be in a position to offer for contact with the actual process of administration, such deputations should both be welcome and rewarding to the University professors. This should help improve University standards of instruction in public administration in the long run—a betterment for which the establishment of the Institute has aroused legitimate hopes. As regards the actual strength and staffing pattern on the research and the faculty side, it will have to be determined having regard to the range of activities to be undertaken, availability of personnel, financial resources and so on. This will be for the Institute's executive authorities to do.

52. Although it is manifest enough, in view of its importance we will permit ourselves the trite observation that in an Institute like this everything depends on the personnel on the staff. Those responsible must not only be willing to offer terms generally attractive enough for the best in the field; quite often they must be forthcoming enough to spot out suitable talent and take it on the rolls of the Institute on the terms necessary to attract particular individuals.

Unless there is over a long term an active effort to build up and develop the staff component, the performance of the Institute would not match up to the expectations it has roused.

Finally, we would like to place on record our opinion that if the Institute's activities are to be re-oriented, vitalised and broadened as we envisage they must, the top management, that is to say, the Director would need to have adequate high level support and assistance.

VIII

SISTER INSTITUTIONS

53. Besides the Indian Institute of Public Administration, there are a few other organisations such as the National Academy of Administration, Mussoorie; various State Staff Colleges; Administrative Staff College, Hyderabad; Indian Institute of Management, Ahmedabad; Indian Institute of Management, Calcutta, etc., which are also providing initial and in-service training to administrators/professional managers. The various institutions are all still growing and there is perhaps a certain amount of overlap. In the present context of development it would, however, be necessary to acquiesce in it, while each institute finds its own "forte" and line of development.

54. In our view the Institute of Public Administration is designed to play the central role in the entire field of public administration including both research and training. One of the important functions of the Institute in this capacity is to act as a clearing-house for information on training establishments of different sorts available all over the country in various fields of public administration whether by itself or in conjunction with

business management. Perhaps, in course of time, apart from keeping itself posted with all factual information in this regard, the Institute would be able to play a leading role in co-ordinating activities, avoiding overlaps, arranging mutual exchanges and thus helping to bring about a more adequate coverage and better co-ordination of these activities. It might not be a bad idea for the Institute, to start with, to take a lead in organising a conference with other such bodies in the field for surveying and mapping out areas of co-operative and co-ordinated endeavour.

We feel that Government will obtain the best results in the promotion of the important purposes for which the Institute was set up by locating at the Institute all activities which properly belong to it rather than by proliferating agencies and dissipating the effort in multifarious, unco-ordinated ways. Thus, we hope that when the National Academy of Administration (Isn't this a misleading appellation considering the limited range of the institution's activities?) is moved from Mussoorie to Delhi, steps will be taken to arrange for close co-ordination of activities between that body and the Institute. A number of studies relating to administrative organisation are at present carried out in certain other places including the Committee on Plan Projects and the Management and Development Administration Division of the Planning Commission, some of which, at any rate, would appear to belong precisely to the range of activities for which the Institute was set up. A number of new institutes, such as the Institute for Study and Research Community Development and Panchayati Raj, the National Institute for City Management and Urban Development, have been started or are proposed. While the establishment of specialised institutes does become necessary when the subject becomes large and separable, it is necessary to avoid proliferating agencies as far as possible and, in any case, to ensure that they maintain active lines of communication mutually and co-ordinate their efforts. In the whole of this field, so far as public administration is concerned, we envisage for the Institute of Public Administration a leading and co-ordinating role.

IX

OTHER ACTIVITIES

55. It is for consideration whether in course of time the Institute would develop some consultancy services in the field of public administration. Recently the services of the Institute were availed of by the Punjab Government for some such work in connection with their Administrative Reforms Commission. The Institute is also undertaking some special studies at the instance of the Administrative Reforms Commission appointed by the Government of India. After the recommendations of the Administrative Reforms Commission have been received and decisions thereon taken by Government, there may be various fields of activity opened out for the rendering of specific services by the Institute. The actual carrying out of detailed enquiries and restructuring within Ministries, Departments, Administrative Agencies, etc., on the broad principles recommended by the Commission, might need the services of an agency like the Institute. It should also be possible in course of time for the Institute to develop sufficient resources of information and expertise to render useful consultancy services to State Governments, municipalities, local authorities and other agencies in the administrative field. While the development of such consultancy services would be a useful extension of the Institute's activities and their engagement would bear testimony to the Institute's capabilities we recognise that any fees received by the Institute for such consultancy services are unlikely in the foreseeable future to make any significant contribution to the Institute's finances.

56. One of the important objectives of the Institute should be to furnish opportunities for exchange of information and experience between the politician or political administrator on one hand and the professional civil servant and academician on the other. The need and importance of this service is hardly necessary to emphasise. Unfortunately the Institute has not been able to attract the politician or legislator to any significant extent so far. We would recommend the organisation of special summer schools or syndicates and conferences wherein Ministers, Members of Parliament, of State Legislatures and other persons

from public life could come and participate along with professional administrators and academicians in the discussion of specific issues of importance in the field of public administration.

Apart from public administration narrowly conceived there is the wider political context of a working parliamentary democracy struggling with vast issues of economic reconstruction in which the problems public administration have necessarily to be viewed. The Institute could usefully organise seminars and syndicate discussions, if necessary in conjunction with other bodies in the field, on some of these larger subjects as well, insofar as they bear on the framework within which public administration has to be carried.

X

FINANCES

57. For its finances, the Institute has been mainly dependent on governmental assistance with, for a limited period, some assistance from the Ford Foundation for a specific assignment. The Government grant which was of the order of Rs. 9 lakhs during the last few years, had been reduced to Rs. 8 lakhs during the current year but has since been restored to the old figure. The other chief source of income for the Institute is its membership fees. It is obvious that this source is very limited. Indeed, if a larger proportion of the fees is allowed to be retained by the regional branches, the receipts of the Central Institute would be even less. The income of the Institute from membership and all other sources has hitherto been of the order of Rs. 3 lakhs.

58. One of the important contributory reasons why the Institute has not been able to organise itself properly and carry out its researches on a continuing basis is the fact that it has suffered from a sense of uncertainty about the continuity of the quantum of financial assistance that it would receive from Government. The greater part of the Institute's budget is committed towards its establishment and other standing charges, with the result that the pressure for economy and the axe has always fallen on the really useful activities of the Institute. The house-keeping obligations having unavoidably annexed the bulk

of the available financial resource, there has been a harmful cheese-paring in the really productive activities of the establishment. Research has invariably been the first casualty in the search for savings.

59. This is an unhappy position. If the Institute is worth maintaining and if it is worthwhile incurring the basic expenditure on its standing charges, then it is all the more worthwhile making the small additional provision necessary to get a return from the outfit of the Institute.

The financial arrangements for the Institute in our view must satisfy the following three criteria. The Institute must have an adequate provision on a continuing basis for its standing charge and an adequate additional allotment for the carrying out of its regular and *ad hoc* research and training programmes. Secondly, the Institute must have an adequate provision for the development of regional and local branch activities. Thirdly, the normal increases in the Institute's standing charges such as those arising out of increased dearness allowance, or the annual increase in financial outgo due to increments of staff, etc., must be provided to it automatically. The grant constituting these elements may be called the "datum line grant". The undertaking of any substantial new activity by the Institute occasioning a grant beyond the datum may, of course, need to be cleared with the Finance Ministry.

Within the limit of the datum grant settled, the Institute should have full financial independence to function effectively. We would recommend that the Executive Council ask the management to report what changes are necessary in the procedure of financial sanctions, etc., to enable the Institute to function with reasonable freedom as a research body and take steps to make such relaxed procedures and sanctions operative.

60. It has to be recognised that it is not possible for a body like the Institute of Public Administration to develop sources for financing its activities to any significant extent. In this respect, the position of this Institute is in sharp contrast to that of the National Council of Applied Economic Research. The latter body can look to the prosperous clientele of industrialists

and businessmen who frequently engage its services for carrying out research projects or for consultancy. The NCAER is accordingly able to meet a considerable proportion of its outlay. The activities of the Institute of Public Administration are not, however, of such a nature as to lend themselves to the development of such a resource. Accordingly, it is obvious that its finances, in the main, will have to come from Government.

61. If the teaching programme of the Institute is to be re-oriented as we have suggested, the strength of the Teaching and Research Faculties will also have to be reviewed. It is for the executive authorities of the Institute to determine the programme as well as the establishment. Subject to such a review but having regard to the various factors, we would recommend that governmental assistance at the level of Rs. 10 lakhs per annum (subject to increases due to increased dearness allowance, increments, etc., calculated from year to year) for the coming 4 or 5 years should be assured to the Institute as a grant-in-aid for the normal activities of the Institute. This can be divided into two parts, one for purely administrative and establishment expenditure and the other for functional activities, reappropriation between the two parts being inadmissible without specific sanction of the Executive Council. The Institute has been working under serious constraint within the figure of the grant of Rs. 9 lakhs so far allowed to it and for a fuller exploitation of its opportunities and capabilities this small increase is fully called for. Apart from anything else, the increased burden of dearness allowance and the normal increments to staff have added to the standing charges since the figure was first settled. Besides, we are told that a number of sanctioned posts have been held in abeyance.

The Director of the Institute told us, and we are satisfied, that the activities of the Institute would require the restoration to its use of that part of its premises which they have let out to certain other Government establishments, deriving therefrom a rent of about Rs. 70,000 annually. The Institute would need to make good this gap in its resources when it gets the premises vacated and we would recommend that when this happens the Institute's grant should be correspondingly increased by Government.

Apart from this datum-grant, we would recommend that Government should make available to the Institute a further annual grant up to Rs. 2 lakhs as a special assistance to a Branch development programme. The Institute should be asked to draw up a phased programme for such development and this grant should be computed roughly at the rate of Rs. 10,000 per Branch per year. The grant may after the first 2 or 3 years be put on a basis of matching contribution (not necessarily equal) by the State Government concerned. The scheme of grants should be sanctioned with a measure of stability about the arrangement—say initially over a period of 5 years—so that a Branch development programme can be undertaken on a sound basis.

XI

CONCLUDING REMARKS

62. We feel that the Institute is so placed as to assume a role of leadership in a number of important fields relating to public administration. It is only if the authorities of the Institute conceive of its role in this sense that the body will be able to fulfil the important objectives for which it was established and the hopes that it roused by its establishment. To this end, the Institute must be provided by Government with the means and wherewithal that are necessary and the sponsorship and support that it would need—all of which the Institute's purposes so amply justify.

It is because the Institute fulfils a deeply felt need and has a mission to perform, which it is now well-set for doing in many ways, that one is emboldened to entertain a prospect of wider vistas of enterprise for the Institute. If its performance has not been more striking so far, that is partly because it had to blaze a new trail in a wholly virgin field. In any event, we do not mean to suggest that this has been due to any faults of individuals; it has rather been due to the organisational framework within which the staff and the management of the Institute found themselves. The ice has now been broken between officials and non-officials in the field of public administration. It is now possible to think in terms of much deeper mutual involvements and comprehensions. With a clearer sense of focus and purpose and a

dynamic lead in the direction and management, the Institute can certainly fulfil its important objectives in the years to come.

(Sgd).

S. G. Barve

P. S. Lokanathan

T. P. Singh

New Delhi,

Dated the 8th November, 1966.

ANNEXURE I

Extracts from Dean Appleby's Survey of Public Administration in India, 1953.

233. I have no notion how far the Government might feel it proper and feasible to go in support of such an effort, but I do feel that the Government and the public service would be significantly advanced if there were to come into being an Indian Society for Public Administration or an Institute of Public Administration.

234. In my visit here I have found a widespread and deep interest among officials in public administration as a unique professional field, and as a field in which interchange of learnings, reflections and fruits of special studies would be of great usefulness.

235. There is at the present time no particular medium for India-wide communication of these matters, and no vehicle, especially stimulating efforts to formulate and communicate out of experience and research learnings that would provide something of equivalent learning vicariously for others. In the States, in particular, I have found a considerable sense of lack of acquaintance with "opposite numbers" in other States. Here, too, of course, one observes the normal tendencies for persons in one technical field of public administration (as in public health or in engineering) to be deprived of the stimulation that would come from improved acquaintance with those in other fields. There are also barriers between ranks, in the formal handling of public business, which would be minimised in a professional society where members would be freed from pre-occupations with specific hard problems requiring responsible decision and where the hierarchy of the work a day world would lose significance. Older men here could identify younger men of special promise, and younger men get a stimulation otherwise unavailable to them.

236. It would seem to me, therefore, that two minimum objectives of an Institute or Society would be the publication of a Journal, and the holding of annual, national meetings for discussion of administrative experience, problems, and theoretical formulations. Another possibility would be mid-year regional meetings. In the various capital cities chapters of the Institute could be formed for more frequent meetings and diversified programme. One programme possibility for such chapters was illustrated in my recent visit to Jaipur to lecture under auspices of the University there. On arrival, I found that arrangements had been for me to speak before the governmental Secretariat, too, in a meeting presided over by the Chief Minister. I was informed that this was the first time that Government and University had joined forces in providing a forum for the discussion of Public Administration. In the course of years I should expect a closer association between officials and university faculties in appropriate fields to be one of the substantial consequences of the existence of an Institute and the professional consciousness it would reflect and nurture.

Note: In addition a batch of 12 officers of the Delhi-Haryana Pradesh Civil Service attended the MPA Classes in the first term (July-December) during each of the academic

ANNEXURE II

Distribution of MDPA Students

(Government Nominees, University Teachers, Fresh Graduates).

The following is the information regarding the different categories of students who were admitted to the Master's Diploma Course in Public Administration since its inception.

Categories	1958-59	59-60	60-61	61-62	62-63	63-64	64-65	65-66
(1) General Students	7	14	26	16	10	10	11	2
(2) University teachers	—	3	1	2	3	3	8	5
(3) Government scholars								
Deputed by								
(i) Union Government	—	—	—	4	4	6	6	6
(ii) State Governments	6	3	10	8	9	8	6	10
(iii) On their own	1	—	5	5	2	—	1	1
(iv) Foreign Scholars	2	—	—	—	—	—	—	2
	16	20	42	35	34	27	32	26

Note : In addition, a batch of 12 officers of the Delhi-Himachal Pradesh Civil Service attended the MDPA Classes in the first term (July-December) during each of the academic

session 1963-64 and 1964-65. In the current session (1965-66) 13 officers are attending the classes.

	1958-59	59-60	60-61	61-62	62-63	63-64	64-65	65-66
Number of students awarded the diploma	12	17	42	23	31	24	22	

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1	2	3	4	5	6
(15)	The Indian Central Government, 1947-57.	1959	1960-61, 1961-62, 1962-63, 1963-64.	Completed	Shri P. C. Chaudhury (Outsider) Shri S. S. Khera (Outsider) (Assisted by IIPA staff).
(16)	Public Services in India.	1959	Not mentioned later	Dropped at the initial stages.	
(17)	Indian Public Finance	1959	-do-	-do-	
(18)	Inspection of Government Work at the District Level (Analytical).	1960-61	1961-62, 1962-63.	Printed in 1965.	Dr. A. Avasthi (IIPA).
(19)	Social Welfare Administration in India (Analytical).	1960-61	1961-62, 1962-63.	Completed (under print)	Dr. V. Jagannadham (IIPA).
(20)	Survey of Tax Research in India (Analytical).	1960-61	1961-62, 1962-63.	Progress being ascertained.	Shri K. P. Chaube (IIPA).
(21)	Budgeting in Public Enterprises.	1960-61	-do-	MSS. under review.	Dr. P. Prasad (IIPA).
(22)	Problem of Flight of Technical Personnel in Public Undertakings (Analytical).	1960-61	Completed in 1961-62.	Printed in 1963.	Dr. H. K. Paranjape (IIPA).
(23)	D.V.C. (A Comparative Study).	1960-61	Progress mentioned in 1961-62, 1962-63.	—	Dr. V.V. Ramanadham (Outsider).
(24)	Case Study (Vol. I)	1960-61	Progress mentioned in 1961-62.	Printed	Shri S. S. Khera (Outsider).

1	2	3	4	5	6
(25)	Case Study (Vol. II)	1960-61	Progress mentioned in 1961-62	Printed.	Of the five case writers, two were from IIPA.
(26)	Whitley Council Abroad (Descriptive).	1960-61	..	Dropped in 1962.	Miss K. M. Shyamala.
(27)	"Constitution of India—A Study in Evolution" (Analytical).	1960-61	1961-62, 1962-63, 1963-64.	Completed (under print)	Shri B. Shiva Rao (Outsider) (Assisted by IIPA Staff).
(28)	The Abolition of Labour Appellate Tribunal (Case Study).	1960-61	1961-62.	Printed in 1963.	Shri B. S. Narula (IIPA).
(29)	Training for Social Welfare Work : Courses & Institutions (Descriptive).	1960-61	..	Mimeographed in 1962.	Dr. V. Jagannadham (IIPA). Shri S.P. Nandwani (IIPA).
(30)	Training Courses for Personnel under Community Development Programmes.	1960-61	...	Mimeographed in the Proceedings of a Conference.	
(31)	Study of Industrial Management Pool (Analytical).	1960-61	Progress mentioned in 1961-62.	Printed in 1962-63.	Dr. H. K. Paranjape (IIPA)
(32)	Budgeting in India.	1960	..	Report of a Training Course (printed).	

1	2	3	4	5	6
(33)	Evaluation of Efficiency of the Hindustan Cables Factory, Rupnarainpur (Analytical).	1961-62	Report completed in 1962-63.	Report submitted to the Government of India.	Dr. P. Prasad (IIPA). Dr. V. P. Duggal (IIPA).
(34)	Study of Behaviour Pattern of Voting in III General Elections (Analytical).	1961-62	..	(Project Dropped).	
(35)	Technical Assistance Programme in India.	1961-62	Report submitted in 1963.	Project dropped due to non-availability of further funds from Ford Foundation Grant.	Shri R. K. Basu (Outsider).
(36)	Education & Training for Public Service (Analytical).	1961-62	...	Dropped	Prof. V. K. N. Menon (IIPA).
(37)	Revised Edition of the Organisation of the Government of India (Descriptive).	1961-62	Completed in 1962-63.	<i>Under print.</i>	Mr. Ved Prakash (IIPA).
(38)	Public Administration in India (Analytical).	1962-63	..	No. progress since 1963.	Faculty Members (IIPA).
(39)	Administrative Changes in Rural India (Analytical).	1962-63	..	In progress.	Dr. A. P. Barnabas (IIPA).
(40)	Castes in Changing India (Analytical).	1962-63	..	Printed in 1965.	Dr. A. P. Barnabas (IIPA).

1	2	3	4	5	6
(41)	Budgeting Process in India (Analytical).	1962-63	..	In progress.	Dr. M. J. K. Thavaraj (IIPA).
(42)	Basic Research on the Panchayati Raj Community Development Programme (Analytical).	1962-63	1963-64.	In progress.	Dr. R. D. Singh (IIPA).
(43)	Selective Studies in the Administrative History of India (Analytical).	1962-63	1963-64.	In progress.	Dr. B. B. Misra (IIPA).
(44)	Staffing Pattern in the Government of India (Descriptive).	1962-63	Interim Report Completed in 1963-64.	Project in suspense.	Dr. S. C. Seth (IIPA).
(45)	Indian Public Services (Analytical).	-do-	1963-64.	In progress.	Dr. J. Singh & Dr. A. M. Banerjee (IIPA).
(46)	Survey of Citizen & the Administration Relationship (Analytical).	1962-63	1963-64.	In progress.	Dr. V. Jagannadham (IIPA). Dr. A. P. Barnabas (IIPA).
(47)	Personnel System for Development Administration (Analytical).	1962-63	..	Published in 1966.	Dr. V. A. Pai Panandikar (IIPA).
(48)	Administrative Behaviour in India (Analytical).	1962-63	..	Date being processed.	Dr. V. A. Pai Panandikar (IIPA).
(49)	Archival Sources for Modern India History (Descriptive).	1962-63	1963-64	..	In final stages. Dr. V. C. Joshi (IIPA).

1	2	3	4	5	6
(50)	Study of the Experience of Development Planning in India (Analytical).	1963-64	As a part of the first phase of the study, the monograph on "Planning Commission : A Descriptive Account" has been published in 1965.	In progress.	Dr. H. K. Paranjape (IIPA).
(51)	Personnel Administration in EROPA Region (Descriptive).	1963-64		In progress.	Dr. A. M. Banerjee (IIPA).
(52)	Survey of the Existing Pattern of Social Welfare Administration in the States and Union Territories of India (Analytical).	1963-64		In progress.	Dr. V. Jagannadham (IIPA).
(53)	Experience of Citizens in Getting Water Connection (Analytical).	1963-64		Printed in 1965.	Dr. A. P. Barnabas (IIPA).
(54)	Vitality in Public Enterprises (Analytical).	1964-65		Progress being ascertained.	Prof. J. M. Shrinagesh (IIPA).
(55)	The Structure of Public Services in India (Analytical).	1964-65	The Project is a replacement of the project—Sl. No. 45 "Indian Public Services" (which was to be taken up jointly by Dr. Singh & Dr. Banerjee).	Progress being ascertained.	Dr. Jitendra Singh (IIPA).
(56)	Development Administration : an attempt at conceptual clarity (Analytical).	1964-65		Progress being ascertained.	Dr. Jitendra Singh (IIPA).

1	2	3	4	5	6
(57)	Urban Government of India (Descriptive).	1964-65		No progress. since 1695.	Shri B. D. Raheja (IIPA).
(58)	Organisation of Management of Public Enterprises in India (Descriptive).	1964-65		In progress.	Shri R. C. Mascarenhas (IIPA).
(59)	Financing in Public Sector Undertakings (Descriptive).	1964-65		In progress.	Shri M. L. Lakhera (IIPA).
(60)	Studies on Operational Problems in Punjab Administration (Analytical).	1964-65	The Project was under the aegis of the Punjab Administrative Reforms Commission and the studies have formed part of the Report of the Commission finalised recently.		Shri B. S. Narula (IIPA). Dr. A. M. Banerjee (IIPA).

Research Projects undertaken by Research Fellows/Scholars

Sl. No.	Name of the Research Fellow	Nature of the Fellowship	Year of award	Period of Fellowship	Research Assignment	Progress of work
1	2	3	4	5	6	7
(1)	Shri R. C. Prasad	Research Fellowship	1960-61	2 Years	"Panchayats in Bihar"	Ph. D. awarded.
(2)	Dr. S. R. Maheshwari	-do-	"	"	"Advisory Boards in the Central Government".	Ph. D. awarded.
(3)	Shri R. N. Thakur	-do-	"	1 year	"History of All-India Services".	Ph. D. awarded.
(4)	Shri A. Premchand	-do-	"	"	"Control of Public Expenditure in India".	Published
(5)	Shri H. G. Paranjpe	-do-	1961-62	"	"Regulation of Private Industry by the Government of India".	Fellowship discontinued on his appointment as Secretary to the Director and Asstt. to the Editor in the Institute.
(6)	Shri B. N. Prasad	-do-	"	2 years	"Indian Administrative Service".	Ph. D. awarded

1	2	3	4	5	6	7
(7)	Shri S. P. Singh	-do-	1962-63	„	“Role and Functions of Central Administrative Agencies in the growth and developments of Agriculture in India”.	Completed recently
(8)	Dr. G. P. Srivastava	Senior Fellowship (Honorary)	1962-63	„	“Developments in Indian Federalism since 1950”.	In progress
(9)	Shri Haridwar Rai	Research Fellowship	„	1 year	“The District Officer in Bihar”.	Ph. D. awarded
(10)	Shri M. Anjan	Senior Research Fellowship.	1963-64	„	“Working of the Lok Sabha”.	Fellowship discontinued.
(11)	Shri D. N. Gandhok	Research Fellowship	1963-64	1 year	“Parliamentary Control on Govt. Spending”.	Fellowship discontinued.
(12)	Shri B. P. Singh	„	„	2 years	“Administration at the Block level in Bihar”.	Completed recently
(13)	Shri G. Ram Redy	Research Fellowship.	„	„	“Administration at the Block Level in Andhra Pradesh”.	Completed recently
(14)	Dr. G. P. Keshav	Senior Research Fellowship.	1964-65	..	“Efficiency in the Public Enterprise Sector”.	In progress
(15)	Shri Abhijit Datta	„	„	..	“Public Utilities”.	„

1	2	3	4	5	6	7
(16)	Shri S. K. Mukerjee	Research Fellowship	"Administration of Juvenile Correctional Institutions".	In progress.
(17)	Shri H. R. Makhija	"	"	"	"Administration for Training Programme for Community Development in India".	"
(18)	Shri H. J. Pandya	"	1965-66	..	"Gujarat State Electricity Board".	"
(19)	Shri K. S. R. N. Sarma	"	"	..	"Benefits Analysis under E.S.I. Act".	"
(20)	Dr. S. R. Maheshwari	Senior Research Fellowship	"	..	"Re-employment of retired Government Officials in India".	"

ANNEXURE IV

Memorandum

April 20, 1961.

To: Dr. Douglas Ensminger.
From: Dr. Paul H. Appleby
Re : Indian Institute of Public Administration

I. A GENERAL VIEW

Since the Ford Foundation has and hopefully will for some time to come maintain a continuing interest in the Institute, I am recording in this memo my thoughts, evaluation and suggestions about the Institute.

As I approach the end of my last visit to India I have a sense of inadequacy in having *talked* a good deal about the Institute without really coming to grips with it in a systematic review and a series of suggestions for its forward programs. I was hoping that this would somehow be done for me. I realised that I was being papered because of my impaired physical energies, however, and as I thought about the number of persons who will be concerned with the Institute in the coming decade I became convinced that I should put on paper as many suggestions as possible.

First of all, therefore, I wish to say that in certain ways the Institute has been amazingly successful. The continuing interest and support of the Prime Minister, for example, can not be equalled elsewhere as a primary factor of strength. The building is outstanding, too, though allowed to deteriorate in some small blemishes that should not go unattended. The size and general character of the library are achievements really amazing in so short a time even though the quality that should distinguish such a collection seems to me to be a bit diluted.

Beyond these basic resources there are some activities related to ultimate objectives that are also notable. The Institute has established itself as something of a world centre for its functional field. Similarly, it is a South-East Asian Centre, and a stimulant

to public administration, throughout most of this large and important region. Further, the *Journal* has been from its beginning useful and reputable. Again, the size of the membership of the Institute, the spread of that membership throughout the nation, and the organisation of local chapters in a good many of the cities reveal surprisingly large and ready responsiveness in professional circles. This is especially true when it is remembered that no pressure-group or employee-union considerations can have entered into this situation. The objective is clearly the improvement of governmental performance.

Success of such kinds has tended to be overwhelming at a time when "Public administration" as a subject and as a function is something with which millions of good people around the world, theretofore strangers to it, are suddenly impressed. The Institute Director, if he is of a very courteous and cosmopolitan sort, as Professor Menon is, can be inundated by a flow of visitors, much as the success of Puerto Rico brought more official visitors than can well be accommodated. Everything going on here in this way is good, however, good and important. The point is that adequate arrangements need to be made so that other activities can go forward at a similar pace.

I shall attempt to deal with some of the needs in successive memoranda hereunder.

II. A PROFESSIONAL SOCIETY

Up to now, the Institute has had great success as a professional society—a physical, personal and institutional focus for a special and growing interest in public administration. The size of membership, the number of chapters, the presence of the Prime Minister at annual meetings, the quality of the *Journal* as attained so quickly, and its special role in international seminars of a regional character—all these are most notable.

But from observation elsewhere one must expect that some of these features will dwindle unless they are given more constant leadership than now is possible. Already there are competing, more specialised organisations. It is to be expected that there will be more. *Overall* interest in public administration in the

broad is both more important and more difficult to maintain than interest in organisations focussing on particular functions or types of personnel. This has proved so in the United States where there is basically one general governmental service or nearly so. It will be still truer here where—most regrettably—separate services are many and held apart by wide emotional and status chasms.

There is need here to provide special membership promotional efforts and special chapter-servicing efforts. Help in devising for the chapters progress and activities really interesting and stimulating to diverse memberships is badly needed. Among the activities I think should be given consideration would be awards annually—or less often if enough outstanding achievements had not been identified to justify strictly annual action—for distinguished work in public administration. State, large city and local community performance could be recognised both with both plaques and cash. National awards of a similar sort could and should be made. In every case, while nominations would come largely from administrative organisations, selection of winners would be made by special committees of persons so distinguished as to lend great distinction to recipients. The Committee would, of course, be appointed by the Institute—state chapter or national organisation as the case might be. They should not be set up by Governments and for some years, at least, should have Foundation financing.

The Institute could thus provide incentives for high grade performance, and by defining the considerations to be weighed *could influence the directions of emphasis organised public administration needs at each particular time*. Programme achievements rather than conventional Secretarial competence, should be, I think, an emphasis although really generalising excellence should be forever recognised. But wherever special needs for improved performance might develop they should be recognised and dramatised in this way. And persons who administer less than they are administered should be eligible by all means; the work they do is what all administration is about. An award to a teacher of blind children reflects great credit on his “superiors”. But awards should be few enough to make them really

noteworthy, and they should be made in circumstances and in a manner getting emphatic and convincing publicity.

Besides helping in supplying competent speakers for chapter meetings (not merely from Delhi but also from other chapters and states on a basis of proven ability to be interesting and stimulating) and helping in special projects such as the awards, the Institute needs to do more in the way of library service for chapters, state and local personnel. Just to cite books is not enough. The books cited should have special value, and particular paragraphs and chapters should be cited as especially relevant or stimulating. And the rare books and pamphlets that have something like complete usefulness might be given to chapter libraries, sometimes to university libraries, or even to individual administrators who are especially able to make effective use of them.

Maintenance of a full and up-to-date library of State publications related to public administration requires sustained and unending effort. This should be made possible at Delhi headquarters, and this library should be a means of giving additional services to members. Once available, it should be frequently publicised.

The Southeast Asian role of the Institute—together with its international role more generally—also requires special attention and leadership of someone of high status. For a few years, at least, this should have Foundation support. It would be unrealistic and unfair to expect the Government of India for some time to do more than its pro-rata part of the financing of this international function.

Relations with other organisations of public administrators should also be developed systematically. The tendency thereby will be to make such organisations *informal* subordinate or affiliated entities. The Institute should be the parent, unifying entity.

The *Journal* is, of course, an important Institute product, and any professional Journal can always be made somewhat better. By its nature, a good deal of its content will be heavy and lengthy,

but ways to lighten the touch and widen the appeal might profitably be considered. After all, public administration has, even in a serious way, some lighter moments and its Journal should not be limited exactly as other fields are to strictly or conventional academic character. Alice as depicted by Lewis Carroll picked her reading matter according to "amount of conversations", which translated to serve our purpose, may be made to read "amount of short material and side bits seasoned with humor". The U.S. *Public Administration Review* flavour, interest, and humor. Quiet mail solitation here, coupled with library work, might bring equal or better results. More significantly, an annual prize of perhaps Rs. 500 announced well in advance—for the outstanding serious article of the year on a general subject decided by the Institute to be in special need of attention might improve quality and reader interest alike. But the point is that some imagination and a bit of special financing in this area might be productive.

Several kinds of totals begin to emerge from this discussion. One is the need for several Deputy, Associate or Assistant Directors and other central personnel to make it possible for the Director to direct as much important activity as is needing to be carried on.

One area in which this need exists has not been fully identified here as yet. It relates to the School and to Research as well as to the Professional Society aspect of the Institute. This is the Library. An outstanding achievement, it may nevertheless be said that the proportion of books of little or no value seems to me to be a bit high, and that syllabus bibliographies, indexes and other references provide too little guidance to the quality and usefulness of books, and to portions of books. It is no longer possible, and less and less desirable, to read all the books available in any field, or all parts of books chosen for attention. This is especially so in books relating to Government, in which any Tom, Dick or Harry may pretend to competence. It is especially true, too, when so many of the books available relate particularly to other countries. A comparative view is a good thing, but it is possible only when there is first one clear and definite picture with which to compare snap-shorts or telescopic views of others. The Institute, therefore, needs to help in

providing evaluative description of volumes and citing outstanding features of them.

The lecture and seminar programme of the Institute already established should also be continued and developed.

III. RESEARCH

Research done by or under auspices of the Institute may be of many kinds and many different degrees of intensity as well as for different purposes.

Obviously, considerable research should be directed toward meeting the immense need for realistic and useful teaching materials in the Institute's School and in Indian colleges and Universities. The quality of teaching materials in the field of public administration is low—with a few far from sufficient expectations—in all countries. Most of what is available for India from other countries is of small value here and in large part more confusing and misleading than otherwise. And of course the formal teaching materials upto now developed in India are hardly sufficient to give profitable occupation to a student for more than a fortnight. Yet there is here among able practitioners an extremely valuable store of practical learning and there are administrative activities and public programs that should offer very fruitful fields of study.

It is important, I think, that India not go through all the wasteful steps that have been taken elsewhere. There is here an opportunity to produce outstanding and highly valuable work.

For teaching materials, the effort should be largely to provide descriptions of operating realities, avoiding "principles" and "judgements" based upon cliches passing for theory. For judgement and evaluations, for the most part and for some years, the research can be a fairly simple matter of securing opinions of practitioners, career and political. Strip present materials of judgements based on ignorance and cliches and little would be left. The gap between practitioners and those who produce the "professional literature" has been generally very wide, and for a long compensatory period and emphasis on realism, description, and practitioner orientation should be strong and persistent, if not wholly invariable.

A good program of case-studies or case-production has just got under way here. It should be continued for quite a long time on two conditions—that the cases continue to prove realistic and illuminating, and that they not be regarded as the only way of developing insights or teaching materials. “Case” tends to become synonymous with “teaching materials”—which deprives the word of any significant meaning. “Case” may, of course, be defined in other ways than Harold Stein’s original one—the circumstances of a particular decision—but it should have a limited number of related meanings. Histories of a particular man’s incumbency of a particular office, or agency histories covering their more significant period, and studies of various administrative phenomena in various meetings are more than cases, and unlike cases.

It is easy to list a large number of subjects or administrative phenomena concerning which studies are much needed—provided that those making the studies know a great deal about life and institutions to begin with. In social matters—as distinguished from some of the natural sciences—the researches of young, inexperienced persons should be recognised for what they are—efforts to learn methodologies, not activities likely to reveal things of great general value. In *all* systematic inquiry, one must know how to identify important questions if one’s inquiries, except for accident, are to produce anything of general interest or significance. This is possible in physics and some other natural sciences without much worldly experience. I think it is not possible in social studies.

Some of the subjects of phenomena that need to be studied (how, in each case, is the nub of particular research project not attempted to be suggested here) are these:

Structure (from many different viewpoints and in relationship to different functions and different social contexts).

Inter-personal relations—for example: Superior-subordinate relationships, subordinate-superior relationships, citizens-official relationships, police-citizen; postalclerk-citizen; public institutions and citizens; secretariat-citizen;

minister-citizen and, very importantly, difference in citizen contacts at state and Central levels and *why these differences*.

Institutional Decision-making in various functional fields and in various situations of urgency and context.

Delegation, again in varying situations.

Administrative Review.

Administration on paper.

Filing systems.

Administration of *Programs*, as distinguished from the so-called "housekeeping" activities, which are in fact and should be even more truly program-coordinating activities.

The handling of mail from citizens—at the Centre, in the States, and at subordinate levels.

Research to pitch the administrative perspective high, should also extend into fields normally regarded as preserves of political science: Majority government; Party systems; Political accountability; "Detachment" *versus* "Dedication"; Constitutional strengths and weaknesses.

Research also should go into areas of sociological occupancy; welfare administration; facilitation of social change; social organisation; private institutions. Preserves of social psychology, economics, history, anthropology and Geography should also be included, always remembering that in government there are no problems of importance that are really coextensive with any or all academic disciplines.

Some research will and should be done as a service to Centre, State and subordinate levels of Government. This will be referred to again in the fifth section of this paper. Since "development" is so central to the program of India, I believe it may wisely be the focus of most research that is carried on during the coming decade. In addition to its major importance,

it has two special advantages: All levels of Government are involved in it; and in many respects it will be more open to study than other things are likely to be. Planning is an aspect of development and has been more extensively, directly and effectively applied here than in any other democratic nation. It should be a highly fruitful field of study, especially in terms of applicability.

No matter how successful the development program is likely to be, it will not result dramatically enough rapidly to give the population at large a sufficient sense of betterment by itself, I am afraid. Consequently, collateral things to heighten self-respect—necessary, in any case—become highly important and therefore a desirable focus of some research. This is why I have put some stress on official-citizen and “superior-subordinate” relationships. Study that might be suggestive of substitutes or complements for the “Panchayati Raj” system now being established would be useful for the same reason, I think, since I expect a good deal of disillusionment with this system to be felt within the next half-dozen years. Studies similarly bearing upon national unity also should throw light on the various factors involved in the “communal” and other sentimental forces pointing toward national disintegration.

I do not mean to sound pessimistic. I expect India to succeed. But it is going to be a hard and long-drawn-out struggle. A highly relevant research program will relate to the chief dangers as well as to achievements and an understanding of the present reality.

Finally, some thought should be given to studies that would relate to the problems of disunity within the government itself—the many different services, too remote from each other and too much inclined to hostility toward each other, the wide gaps between hierarchical levels and the traditions impeding communication between them; the special problems of a two-level parliamentary government, with operating responsibilities for programs most essential to national survival and effectiveness (except for defence and foreign affairs) lodged in the states.

I do not expect that Institute to provide—or even to hint very broadly at—solutions to these problems. But its studies can emphasize and illumine them.

It should be said in this connection that the research staff of the Institute is now too remote from other parts of the Institute. The research staff needs exactly the same help as the school faculty does in getting worldly experience and ingress into the administrative reality.

IV. THE SCHOOL

In my opinion the Institute's School of Public Administration was started prematurely. No faculty with governmental experience was available, or will be available soon, with enough quality and curriculum coverage to carry out an adequate program of instruction. This is especially so because of the absence of suitably realistic, insightful and stimulating teaching materials. Too many foreign books, and too many books of inconsequential sort, are used. Too few teaching devices have been developed to serve the needs peculiar to public administration.

A similar situation exists in most countries and certainly I am not blaming anyone for such a widespread condition. The teaching of this subject has followed the parent pattern of political science, which was for most persons library confined. There has been little to resemble the medical internship, or the facilities in both law and medicine highly fertilized by participating practitioners, or the field work of the anthropologists. In the last three decades there has been in the United States a small infiltration of teachers who were erstwhile practitioners, but the size of the group is usually thought of in terms inflated by inclusion of those who were close-up observers and those who made studies or otherwise served in considerable isolation from actual operating responsibility. There are probably not more than two-score really experienced persons in U.S. public administration teaching programmes. And the courses taught have overwhelmingly to do with "staff" and other special functions divergent from program operations and representing altogether perhaps no more than 10 per cent of the total area of public administration.

By making diverse short-term uses of active practitioners by heavy use of retirees—who leave government service very early here, and by arranging to secure governmental experience for teachers and researchers already employed and others of special aptitude employed in the universities, the Institute's professional personnel problem can be solved reasonably well in a fairly short period of time. The present faculty is, I think, self-critical and anxious to do things enhancing their competence. A constant and intensive survey should be carried on to indentify really outstanding prospects for later employment and early exposure to operating realities.

I do not recommend any steps to be taken that would constitute a public recognition of a bad start, or that would do too great violence to the present announced programs. I do recommend as many different actions as possible lying within the area of administrative discretion so as actually to constitute a very sharp shift. Concurrent efforts in the research side and a great deal of attention to improvement of teaching materials will make a great deal of progress realizable. With the low state of public administration, education generally prevailing elsewhere, the Institute's school might lead the world by 1980.

The sources and criteria for individual selection of students are, of course, of prime importance. Those to be taught represent the end-product to which teachers, teaching materials and curricula must be related. The present effort to instruct persons already experienced in the Government seems to me highly wasteful and tending to build poor relationships between the Institute and the States now sending employees to the School. The instructional program for such persons needs to be quickly revolutionized and a new program adopted that is planned by outstanding practitioners. The program for young college graduates is similarly unsatisfactory. It clearly is not academically worth two years of their lives and its failures to result in government employment in a sufficient percentage of cases is also an indictment. Just what to do immediately I do not know. When suitable teaching materials are in the hands of well equipped teachers, it might be better to provide a full year of high-grade

academic work and six months of internship in a Government agency.

Selection of students just out of college requires very special care, if they actually are going to prove out well later on. Effectiveness in public administration is not directly or certainly foreshadowed by outstanding academic performance as appraised in conventional ways. Social skill in personal terms, and skill under institutional disciplines need to be sought.

V. GOVERNMENTAL SERVICE

Perhaps the most difficult single problem of the Institute concerns its relationships with the national and state governments and their subordinate entities. They will expect too much and too little—and at inappropriate stages in the Institute's development. Most of the governmental area will not readily be opened to direct and intimate study, nor for placement of graduates. In a general way, there is nothing peculiar to India about this. While scholars have gone into the public service in a good many countries in limited numbers, their going has constituted a thorough change in lines of career and the result has been that the "professional literature" has almost all been produced by persons looking at government from a great distance.

While the last generation has seen some change in this, especially in the United States, the realistic, operations oriented literature even there is scanty, and of course it has no direct applicability in India. It will be more useful here when comparative studies are possible, and this will be when the Indian literature of a related sort has reached a substantial volume.

Foreign terms of academicians can do little to "evaluate" the Government's program, since they lack the three most essential bits of equipment:

- (1) Knowledge of what is administratively feasible;
- (2) Knowledge of the popular sense of betterment or lack of it;
- (3) Prior studies setting bench-marks from which changes may be identified.

Institute staff can do no better until they have the same item of equipment, but they ought to be able to get items No. 2 and No. 3 quicker than any foreigners. Item No. 1 highlights the general difficulty of bridging the gap between the observer—consumer—specialist world and the responsible administrative world.

I have arranged for the temporary placement of one faculty member in one of the government's best-run industries—provided this can be done at no cost to the industry. By extensive and persistent efforts this can be done for all teaching and research staff members in a variety of working situations—the more different places, the better. This can result in turning out students much better qualified than they would otherwise be, and in turning out in subsequent years better research than could be expected otherwise.

Even so, the values achieved will accrue to the Institute in the first instance and to the government only indirectly in improvement of governmental personnel. There will be an indirect benefit to the nation's universities generally, too; there will be an improvement in teaching materials and in the quality of teachers in political science and some other social studies.

If internship in governmental positions could be a phase of the academic program—enabling selected youngsters just out of college to get a substantial taste of the real thing, and permitting officers already employed in one state to get a comparative view of administration in a quite different state—the gain for the government would be greater, even, than the gain for the Institute.

Perhaps the easiest direct aid for the Institute to give to government would be to offer some night lectures—or even a night course—to engineers, physicians, managing directors, scientists, educators and other specialists who are engaged in governmental programs. Most administration is in fact carried on by just such persons and they usually expend a lot of energy fruitlessly fighting the processes of review, co-ordination and control, systematic personnel requirements, and the like, because they have no understanding of these matters. To give them some

necessary minimal understanding of administration in these terms, and to encourage them to develop appropriate skills in these areas, would be a very important service. A secretarial faculty could be readily assembled for this purpose and academic faculty members who attended could soon see how to make their own contribution to this activity.

In general, however, I should expect the government's gains from the Institute to be indirect and rather subtle—resulting from a gain in the perspective and perceptions of its personnel. I am rather skeptical of the direct value to government of Institute researches. Indeed, I take in general for institutional management a rather dim view of the value of the work of consultants and researchers carried on outside the discipline of operating responsibility. In the natural sciences and in technologies rather generally many contributions across cultural and institutional boundaries are quite readily useful. My experience on the receiving end indicates quite a harsher reaction by responsible operators where offerings concern institutional problems *per se* than those on the giving end are courteously saved from seeing. I am convinced, therefore, that research done by the Institute will *almost* invariably be chiefly valuable for teaching purposes and to stimulate individual public servants.

If my view has any validity at all, the Institute should always *promise little* product *directly* useful in solving administrator's problems but should hope to find occasional ways by which to illumine some problem or another. It should also be highly selective of studies actually undertaken on official invitation, but should be much readier to have some staff member *join with officers* in studies in which there is reason to believe that participation will be useful to the staff member or to the government. And there are some things on which an independent effort is especially desirable, even though not itself pointing to specifications that would be remedial.

When the Institute is strong enough it might even hope to bring to government challenging exposures of performances highly unpopular among citizens or especially discreditable in the eyes of visitors from abroad. In general, such opportunities

will be found at grass-roots points where there is direct dealing between citizens and the government. The local development program and the conduct of post office employees are examples. These matters are wide open to public view, rather than deeply involved in the institutional intricacies.

In all these matters the close attention and advice of competent civil servants of retired status should be generally governing. All I can do, or other casual commentators probably, is to caution against too great expectations.

VI. PERSONNEL

What has been said in successive sections of this discussion states or implies a good deal of what I have to say about Institute personnel. Here I make explicit and emphasize any thoughts dealing with this matter.

I applaud the present preliminary effort initiated by Professor Menon to obtain an outstanding practitioner of public administration as Institute Director for the next six year term. I go so far as to assert that any outstanding success depends upon getting a suitable practitioner to give vigorous direction to the whole program. Further, I think the new appointee (Director) needs no fewer than three or four associate or assistant Directors, and perhaps an Assistant to the Director of about the same rank as an Assistant Director but younger and full of vigour. In the circumstances, I make no apology for proposing a Maxian-army type organisation. I think perhaps only one of this entire top group should be an academician, feeling that practitioners will be better able to guide and develop the teachers and researchers.

I think all parts of the Institute should be drawn closer together with all personnel having more sense of a common responsibility, personal opportunity for growth, more participation and sense of importance.

Whatever academicians are brought in during the next term should be well acquainted with the need for a realistic approach and dedicated to strenuous efforts in the new manner. If

possible any academic appointee should be an academician-practitioner.

The Institute should be within itself an example of good administration. (I can cite eminent example of a relatively higher number of generals, line officers and non-commissioned personnel, with very few privates, and this character is indicated for the Institute for some years, perhaps permanently). Besides the top-heavy structure I have proposed I have in mind attitudes which made for easy communication between all members, of whatever rank, and the fuller utilisation of sub-ordinate capacities. Similarly, I have in mind the point of having all mail answered promptly and the establishment of—or experimentation with—improved routines of internal administration—files, financial controls, etc.

ANNEXURE V

Results of the random survey conducted among Diploma holders.

- (1) Number of persons who replied to the questionnaire.
- (2) Break-up of (1) above :
- | | | |
|---|---------|----|
| Central Government Officials | | 44 |
| State Government Officials | | 8 |
| Lecturers/Research Scholars | | 19 |
| Officials in miscellaneous organisations, such as, LIC, State Bank, and in private employment | | 11 |
| | | 6 |

(3) The 8 Central Government Officials are of the rank of Section Officers in Central Government Secretariat. Among the State Government Officials, except 2 who are in the rank of District Magistrate, the rest are of the rank of Deputy Collectors, Block Development Officers, etc.

(4) Most of the candidates have described the course as one of liberal education and essentially academic in nature. They have not attested to the direct usefulness of the course in the practical fields of administration where they are engaged.

ANNEXURE VI

University Teaching in Public Administration

(1) Universities having papers on Public Administration as part of the M.A. course in Political Science

- (1) Gauhati University
- (2) Calcutta University
- (3) University of Indore
- (4) Shivaji University, Kolhapur
- (5) University of Baroda
- (6) Karnatak University
- (7) Gujarat University
- (8) Agra University
- (9) Jiwaji University, Gwalior
- (10) Jodhpur University
- (11) Saugar University
- (12) Poona University
- (13) Delhi University.

(2) Universities conducting Master's Courses in Public Administration :

- (1) Rajasthan University
- (2) Nagpur University
- (3) Osmania University
- (4) Punjab University
- (5) Jammu & Kashmir University (only a Diploma Course in Public Administration is conducted).

(3) Universities which do not have either any course in Public Administration or Public Administration as part of courses in other social sciences :

- (1) Banaras Hindu University
- (2) Jadavpur University
- (3) Kalyani University
- (4) Kurukshetra University
- (5) S.N.D.T. Women's University
- (6) Sri Venkateswara University
- (7) Punjab University
- (8) Bangalore University

N.B.—Replies from other Universities are awaited.

ANNEXURE VII

Training in State Governments

State

- (1) Andhra Pradesh Proposal to establish a training centre deferred till the national emergency ceases.
- (2) Assam All the officers of both services receive foundational training in the State's Administration Training School.
- (3) Bihar The system of training in force was also reviewed by the State Governments.
- (4) Gujarat The State Government has established an Administrative Training School. It provides institutional training to direct recruits for the posts of Deputy Collectors and Mamlatdars.
- (5) Jammu & Kashmir A Junior Administrative Officers Training School has been sanctioned and is being organised.
- (6) Kerala —
- (7) Madhya Pradesh The State Government has taken decision to establish an Institute of Training and the details are being worked out.
- (8) Madras The State Government do not consider it necessary to have a refresher course for promoted Deputy Collectors, Tahsildars and Deputy Tahsildars.

- (9) Maharashtra }
 (10) Mysore }
 (11) Nagaland }
 (12) Orissa }
 (13) Punjab }

Information Awaited.

- (14) Rajasthan

The system of training of each category of service is carried out according to the recommendations of the State Committee on Training through the Agency of a Centralised Officers Training School and the All Purpose Revenue Training School run by the State Government.

- (15) Uttar Pradesh

The PCS officers are trained at the Officers Training School. But the School has been closed for the duration of the emergency.

- (16) West Bengal

A review of the system of training for the State Civil Services is under consideration of the State Government.

The matter regarding establishment of a Training Institute for State Civil Service Officers is under consideration of the State Government.

ANNEXURE VIII

Short-term *ad hoc* courses carried out by the Institute in recent years.

Sl. No.	Name of the course	Duration of the courses	No. of participants	Sponsoring Authority	Professor in charge
1	2	3	4	5	6
(1)	Local Government with special reference to Cantonments.	1958-59 April 6—May 2, 1959.	12	Ministry of Defence	Prof. N. Srinivasan
(2)	Planning	1959-60 August 3—29, 1959.	18	Internal	Dr. H. K. Paranjape
(3)	Budgeting	September 14—25, 1959.	11	Internal	Dr. R. N. Bhargava
(4)	Local Government with special reference to Cantonments.	April 11—May 5, 1959.	20	Ministry of Defence.	Prof. N. Srinivasan
(5)	Foundational training course for non-technical Junior Officers of the Hindustan Steel Ltd.	1960-61 November 14, 1960— April 7, 1961.	38	Hindustan Steel Ltd.	Prof. N. Srinivasan
(6)	Short Term Training Course for the Middle Management Staff of the I.A.C.	1961-62 July 31—August 19, 1961.	27	Indian Airlines Corporation.	Prof. N. Srinivasan
(7)	Local Government with special reference to Cantonments.	October 23—November 18, 1961.	14	Ministry of Defence.	Prof. N. Srinivasan

1	2	3	4	5	6
(8)	Short Term Training Course on Personnel Management for Officers in Public Undertakings	November 27—December 15, 1961.	19	Internal	Dr. H. K. Paranjape
(9)	Short Term Training Course in Public Administration and Panchayati Raj.	March 5—April 12, 1962.	18	Ministry of Community Development & Panchayati Raj.	Prof. N.Srinivasan & Dr. A. P. Barnabas
(10)	O & M for University and College teachers.	March 12—24, 1962.	18	Internal	Dr. J. B. Westcott & Dr. A. Avasthi
(11)	Short Term Training Course in Higher Management for Officers of the Air-India.	April 23—28, 1962.	31	Air-India International	Dr. H. K. Paranjape
(12)	First Training Course for Officers of the Ministry of Home Affairs, Government of India.	1962-63 January 7—March 2, 1963.	26	Ministry of Home Affairs.	Dr. A. Avasthi
(13)	Second Training Course for Officers of the Ministry of Home Affairs, Government of India.	1963-64 July 17—September 7, 1963.	24	Ministry of Home Affairs.	Dr. A. Avasthi
(14)	Reflective Training Programme for District Collectors.	September 7, 1963— April 30, 1964.	10	Ford Foundation	Prof. V. S. Hejmadi
(15)	Short Term Training Course for Municipal Executives.	November 18—December 18, 1963.	17	Ministry of Health.	Prof. N. Srinivasan

1	2	3	4	5	6
(16)	Third Training Course for Officers of the Ministry of Home Affairs.	January 13—March 6, 1964.	28	Ministry of Home Affairs.	Dr. A. Avasthi
(17)	Second Training Course for Municipal Executives.	1964-65 July 20—August 29, 1964.	16	Ministry of Health	Prof. N. Srinivasan
(18)	Fourth Training Course for Officers of the Ministry of Home Affairs.	September 1—October 27, 1965.	23	Ministry of Home Affairs.	Dr. A. Avasthi
(19)	Third Training Course for Municipal Executives.	November 23, 1964— January 2, 1965.	21	Ministry of Health.	Prof. N. Srinivasan
(20)	Fifth Training Course for Officers of the Ministry of Home Affairs.	January 18—March 12, 1965.	26	Ministry of Home Affairs	Dr. A. Avasthi
(21)	First Orientation Course in Development Administration.	March 29—May 8, 1965.	26	Planning Commission	Prof. N. Srinivasan
(22)	First Appreciation Course in Techniques of Administrative Improvement.	April 12—June 5, 1965.	24	Department of Administrative Reforms	Dr. A. Avasthi
(23)	Second Reflective Training Programme for District Collectors.	July 27, 1964—March 10, 1965.	17	Ford Foundation	Prof. V. S. Hejmadi Shri B. S. Mehta Dr. J. N. Khosla.
Total			425		

ANNEXURE IX

List of Regional and Local Branches

Regional Branches

- (1) Andhra Pradesh Regional Branch, Hyderabad.
- (2) Gujarat Regional Branch, Ahmedabad.
- (3) Madras Regional Branch, Madras.
- (4) Madhya Pradesh Regional Branch, Bhopal.
- (5) Maharashtra Regional Branch, Bombay.
- (6) Mysore Regional Branch, Bangalore.
- (7) Orissa Regional Branch, Bhubaneswar.
- (8) Punjab, Chandigarh.
- (9) Rajasthan Regional Branch, Jaipur.
- (10) U.P. Regional Branch, Lucknow.

Local Branches

- (1) Jammu-Srinagar Local Branch, Srinagar.
- (2) Nagpur Local Branch, Nagpur.
- (3) Baroda Local Branch, Baroda.
- (4) Patna Local Branch, Patna.
- (5) Poona Local Branch, Poona.
- (6) Shillong Local Branch, Shillong.
- (7) Trivandrum Local Branch, Trivandrum.
- (8) Vallabh Vidyanagar Local Branch, Vallabh Vidyanagar.

ANNEXURE X

The mechanics of progressing a research project in a sister Institute.

The following are the mechanics of the operation in respect of research projects:

(1) No project is accepted until:

- (a) a clear outline, including methodology, is prepared;
- (b) the terms of reference defined;
- (c) a cost estimate is made; and
- (d) the sponsors accept the terms of reference and the cost estimate.

(2) Each project is organised under a team with a project leader who is responsible for the bulk of the work involved and is often a senior officer or a Director in overall charge. The team generally consists of the economists or technical personnel and a number of investigators and research assistants that may be needed for the purpose.

(3) The time and the cost schedules are given to the project leader which he is asked to adhere to.

(4) Projects requiring field surveys are entitled for sufficient number of investigators or interviewers, but they are given adequate training.

(5) For every project, an Internal Advisory Committee is constituted, which will consist of the project leader, who acts as Convener, and other senior and middle level people who are interested in that area of research.

(6) The Committee will approve the outline and the terms of reference and watch the progress from time to time. It will also deal with issues that come up. The questionnaire has got to be cleared by the Internal Advisory Committee.

(7) For projects which are large and which are sponsored projects an external advisory committee is also constituted who is responsible for ensuring that the methods adopted are sound and the issues to be studied are those intended by the sponsors. This advisory committee will have the right to see the draft report and make its comments before it is finalised.

(8) Every report must, however, be reviewed and discussed by the Direction Committee consisting of the Director-General, the Deputy Director General and two or three others who are interested in this area of research. No report can be finalised until the Direction Committee has approved the chapters and especially the recommendations and conclusions of the report.

(9) Once a project is approved and the finances are also more or less allocated, the project leader is allowed to spend within those limits, but there is always a wide gap over the course of the expenditure. Any expenditure from time to time outside the original estimate must be specifically brought up for approval. Separate accounts are maintained for each project and the project leaders are kept informed of the progress of expenditure on the project periodically.

(10) The Project Leader is in constant touch with the sponsors both through correspondence and by periodical discussions.

(11) The office maintains the correspondence with the sponsors regarding finance, progress report, etc.

(12) A preliminary report, as approved by the Internal Advisory Committee and the Direction Committee, is sent to the sponsors for their comments. Their comments, when received are incorporated in the final report to the extent possible and necessary and sent to the sponsors and the Publication Division.

(13) In respect of important reports, we ensure that the report is read by an outside expert. He is paid a small honorarium and his comments are fully taken into consideration before publishing the reports.

(14) With the concurrence of the sponsors, the reports are published in a book form as a priced publication for the

general public. In the case of some of the Demand Studies, however, the report is kept as confidential for a couple of years.

(15) No report can go out of the Council until it is seen by the Editor. The Editor ensures not only correct English and method of presentation but also consistency of data and avoidance of major errors.

(16) There is a staff meeting once a month which reviews the progress in respect of every project. A summarised progress is given to each member of the staff who has an opportunity of knowing the progress of projects and can ask and elicit further information.

(17) In addition, with the Director General is associated a staff member who reports to the Director General the progress of projects from time to time. In addition, the Deputy Director General is in charge of some projects and the Director General in respect of others. Meetings are convened by the Director General and the Deputy Director General as and when they feel necessary to discuss the progress of projects, especially in their substantive aspects.

