

# MUNICIPAL EFFICIENCY

(WITH SPECIAL REFERENCE TO THE BOMBAY PRESIDENCY)

BY

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## PREFACE.

The science of City Management is as yet in its infancy, and the literature on the subject not yet sufficiently known, nor readily available. This book is based, on personal observation of some of our cities, a prolonged study of what is being done towards better city management in advanced countries, and a comparative statistical study of municipalities of the Bombay Presidency. It aims at the application of the fundamental principles of Efficiency, to the various fields of Municipal endeavour, and is thus a sequel to my more general work on 'Social Efficiency'. In addition to my own findings and suggestions, it tries to select and set down the best suggestions from several volumes on Municipal Management and Efficiency. It reveals the backwardness of our current Municipal Management, and points out how we may set about improving it. It tries to supply to councillors and citizens, right sort of ideals, ideas, programmes and tests, for improvement of municipal service and civic life. Looking to the

fact that there are about fifteen hundred municipalities in India, the councillors and citizens of which can profit by the suggestions embodied in this volume, it will be admitted that such a book was greatly needed. It was, therefore, that I devoted all the leisure I could command during the three years of my tenure as Assistant Professor of Sociology at the Bombay University, towards fruitful study and research in this important branch of investigation.

Over six crores of rupees are annually collected and spent by the 160 municipalities of the Bombay Presidency, which is only a tenth of the British Indian territory. Municipalities are, to my mind, the most readily available agencies for civic human welfare, and sound training in democracy. In this book I have tried to show, how every one keenly interested in the improvement of his city, may test whether his municipality is getting the good results in solid service to the people, that it can certainly get if it rightly manages its material and human resources. Actual ways of rendering greater and better service are selected and suggested for adoption.

My debt to the many thinkers and writers on Efficiency and Municipal Management is great and

has been freely acknowledged wherever it has been possible to do so. This publication has been expedited by the kindly contribution of a hundred rupees by Mr. Chandiram J. B. of the silk factory Rohri and another hundred rupees by Shriyut Virumal Begraj, besides a similar contribution on my own part to diminish the risk of the publishers who have so kindly undertaken to publish the volume. My sincere thanks are due to all these parties who encouraged the early publication of this book. I hope the book will justify itself by its usefulness and would be freely used and recommended by all who feel it as a contribution, howsoever humble, to civic human welfare. I request all my readers to aid, as far as lies in their power, this great cause of intelligent citizen service. To all who are earnestly endeavouring to improve their own cities, along with the villages around them, I respectfully dedicate this volume.

*Pherwani House*  
*Shikarpur, Sindh.*  
*21.1 Feb. 1926.*

S. N. PHERWANI.

# CONTENTS.

## PART I.

### INTRODUCTORY IDEAS ABOUT MUNICIPAL EFFICIENCY.

#### Chapter.

I. *Introductory. Fundamentals of efficiency*—Information and enterprise—Method and Management—The Scientific spirit—Bacon's presentment—Descarte's rules,—Comte's contribution—Scientific management—Comte on regeneration—Taylor's principles—Emerson's analysis. p. 1

II. *Municipal Efficiency. Human welfare*—Mahatma's words—Survey to Serve—Attainable Improvements—Base Service on Science. p. 16

III. *Organising A City. How cities Grow*—Call To Citizenship—Neighbourhoods, Organize them—Settlements—Work to be done. p. 22

IV. *Build up the Science of every operation. Build up Science*—The way to do so—Motion and motive studies—List and seriate operations—Study Municipal Code—Establish Standards. p. 27

V. *Selection and Training of all men. Select and train*—Avoid misfits—Nine qualities—Physical and mental tests—Some books—Training citizens—Training of councillors. p. 34

VI. *Cordial Co-operation. Healthy Co-operation*—

## Chapter.

Planning Programmes—Establishment of Standards—Welfare Programmes—Councillors and Citizens—A Mayor's Hints. p. 40

VII. *Sharing of Responsibility.* Division of Responsibility—Scientific Management—The Citizens' Part—The Councillors' Part—Superior Municipal Staff. p. 47

VIII. *Organise the Working Forces.* Organisation as arrangement—Organisaton Types—Military or Line Type—Taylor's Functional Type—Brahman Type of Organization—The Kshatriya Type—The Vaishya Type—The Panchayat Type—The Scientific Type—Staff and Line—Emerson on Organization. p. 55

IX. *Reward by Results.* Task and Bonus—Reward by Results—Reward for Councillors—Duty of Voters. p. 69

X. *Analyse your inefficiencies.* Inefficiencies—1. Delays 2. Rejections. 3. Changes in Manufacturing. 4. Idle Equipment Time. 5. Inefficiencies of Management. 6. Inefficiency of Workmen. 7. Change in the operations of Task Schednles. 8. Purchase-Failures. 9. Delayed Deliveries. 10. Faulty Movement of Material. 11. Poor Arrangement of Equipment. 12. Complaints. 13. Lack of Co-operation. 14. Faulty Planning. 15. Congestion at Machines. p. 76

XI. *Be fair to the villages.* Fair Deal—unfairness of Cities—Forgotten villages—Do the right—House the villager—Help the farmer—Visit the villager—Survey and Service. p. 84

XII. *Deepen Civic Franchise.* Deepen the Franchise—The Social Centre Idea—Bombay should lead—An Educational force. p. 90

## PART II. SIX GENERAL TESTS.

## Chapter.

XIII. *Municipal efficiency in the Bombay Presidency*  
—Municipalities are welfare agencies—Municipalities  
in the Bombay Presidency—Need of training for municipal  
welfare work—Apply general and specific tests of municip-  
al efficiency. p. 95

XIV. *Six General Tests of Municipal Efficiency*—  
Standards—Tests—Survey and Service Tests—Method  
and organisation tests—Personnel and organization  
tests—Municipal Efficiency-Resume-Literature on the  
Point. p. 100

XV. *The Survey Test.* Survey your city to Serve  
it better—"A comprehensive social survey" Steps in  
the survey—its purpose. The different orders of survey—  
The literature necessary. p. 108

XVI. *The Service Programme Tests.* Indebtedness  
and Extravagance of Bombay City—Karachi's Extra-  
vagance—Required Volunteer Fire Brigades—Compara-  
tive costs of lighting.—The cities as death traps—  
Public Works or Public Health—Unprogressive Public  
Instruction—A Gauge for Budget Testing. p. 116

XVII. *The Standard Methods Test.* More business  
in government—Manage Scientifically—Set up standards—  
Wide variations in administration and reports—  
The undetected waste in lighting contracts—Waste through  
want of standard methods in public works—Absence  
of Co-operation between university and city—Waste due  
to absence of standard methods in public health—Wastes  
due to absence of standards in public instruction. p. 125

## Chapter.

**XVIII. *Efficient Organization Test.***—Centralized Co-operation—Efficient Voters—Organization of Councillors—Autocratic Organisation of the Executive—How to improve the Organization?—Bruere's Suggestions—Literature Recommended. p. 136

**XIX. *Trained Personnel Test.*** Wanted Trained, Socially Minded, Units—Greater and better Citizen Interest—Social Centres and welfare weeks—Training the Councillors—A Suggestive Syllabus—A Trained Working Force—Literature Suggested. p. 146

**XX. *Active Citizenship Test.*** Enlist Citizen Enthusiasm—Invite Associated Opinion—Suggestion from those served—Graphic Publicity of Essential Facts—Enlist Citizen Effort—The Elberfeld System—Social Centres and Social Settlements. p. 154

**PART III. TWELVE SPECIFIC OR FUNCTIONAL TESTS.**

**XXI. *Twelve Specific Tests.*** Public Health Test—Public Education Test—Public Safety Test—Public Morality Test—Child and Women, Welfare Test—Charity Organisation Test—City Planning Test—Park and Playground Test—Public Utility Test—Public Ownership Test—Budget and Publicity Test—Literature Suggested. p. 163

**XXII. *The Public Health Test.*** The Test Stated—The Death-Rate Test—The Ten worst Towns—The Ten Best Towns—Some Current Misconceptions—Real causes of High Death-Rate—Prevention of Disease—Promotion of Health—Study and Practice Prevention—



## Chapter.

Graphic Publicity of Death-Rates—Health Budget—  
 Educate in Health Matters—Co-ordinate Health Agencies  
 —Train Citizens in Health Work—The Example of Indore  
 —Student's Effort in Hyderabad—Students Mosquito  
 Brigades—Cleveland's Junior Sanitary Police—Graphic  
 Reporting. p. 172

XXIII. *Public Education Test.* Increase Education  
 Facilities—General Test—Specific Test—Reach the  
 Greatest Number—Secure Maximum Attendance—Reduce  
 the Cost Per Pupil—Increase the Allotment for  
 Education—Qualitative Tests—Relativity or Adaptation  
 —Rotation or Rhythm—Vocational Training—Communion  
 or Observation—Creativeness or Freedom—Co-operation  
 or Fellowship—Recommendations—Adult Education—  
 Literature on the Subject—Bachman's Suggestions. p. 192

XXIV. *The Public Safety Test.* Police—Fire  
 Fighting—Causes of Fire—Fire Prevention Tests—  
 Educate in Fire Prevention—Fire Fighting—Ample  
 Water Supply—Individual Fire Fighting—Lighting Test  
 —Professor Merriam's Investigations—Chicago's Record  
 —Cincinnati's Story—Reduce the Unit Cost. p. 219

XXV. *Public Morality Test.* The Drink Evil—  
 Worst in City Areas—Drink in Sindh—Dr. Mathai's Re-  
 marks—Recommendations Prostitution—Reverend Good-  
 ies's Classifications—Causes of Prostitution—Remedial  
 Measures—Prevention—Rescue Work—After Care—Dis-  
 proportion between Sexes—Gambling—Congestion or  
 Slum Conditions—Howe's Hope of Democracy—Reduction  
 of Slum Conditions. p. 234

## Chapter.

**XXVI. *Maternity and Infant Welfare Test.*** Save Mothers and Babies—Maternity and Infant Welfare Associations—Train the Dais—Dr. Samey's Suggestions—Dr. Mistri's Views—Dr. Dadabhoj on Reduction of Infant Mortality. p. 256

**XXVII. *Public Charities Test.*** Need of Charity Organisation—Municipal Supervision of Charity—Thoughtful Help—Hayes on Wise Charity—Organise—Charity—Hamburg's Methods—Constructive Philanthropy Encouraging Results. p. 267

**XXVIII. *City Planning Test.*** City Planning Little Known—Every City Has its Own Site and Every City Must Have Its Own Plan—A City Plan Commission—Get the Money From—Bonds if Necessary—Nolen, On Town Planning—The Underlying Principles—Literature on the Subject. p. 278

**XXIX. *The Budget Test.*** Three Classes of Funds—Current Funds—Capital Funds—Trust Funds—Five Kinds of Control—Budget Control—Dr. Breure on Municipal Accounting—Breure on Budgets, their Three-fold Purpose—Budgets as Service Programmes—Functionalizing Appropriations, Citizens Should Participate—Budget Exhibits—Effective Administration—Metz Fund Publications and Suggestions. p. 297

**XXX. *Public Work Test.*** Standardize Specifications—Have Standard Testing Laboratories—Standardise Unit Costs for Different Services—Guarantee Clauses in Pavement Contracts—Road Inspection—Reports as to Areas Restored—Welton on Labour Efficiency—Kinds of

## Chapter.

Labour Inefficiencies—Causes of Labour Inefficiency—Remarks on Labour Inefficiency—Citizens Must Investigate. p. 322

XXXI. *Public Utilities Test.* Public Utilities are Monopolies—Public Ownership of Public Utilities—The Example of Germany—Fairlie on Municipal Management—His conclusions. p. 343

XXXII. *Public Ownership Test.* Ascertain Extent of Municipal Ownership—Ascertain Home Owning Citizens—Housing Efforts at Rome—Housing Efforts of Ulm. p. 349

XXXIII. *Park and Play-grounds Test.* Provide Healthy Recreation—Don't Forget the Child—The Play Centre Movement, England—The Play Ground Association New York—How to Make the Play-ground a Success—Happy Play Life. p. 355

XXXIV. *Resume and Final Suggestions, Citizens!* Improve your cities—Study Scientific Management—Apply Six General Tests to your own city—Apply Specific Tests to your own city—Adopt Social Service Type of Organization—Humanly Possible and Actually Workable—Enlist Volunteer Effort—Socially Train Expert Talent—Consecrate Trained Councillors. p. 366

---

LIST OF DIAGRAMMATIC SUMMMARIES,  
GRAPHS, ETC.

	<i>to face page.</i>
1. Masters in Scientific Method : summary of their suggestions.	6
2. Masters in Scientific Management : summary of their suggestions.	7
3. Comparative Death-Rate of big cities.	120
4. But Cities can triumph over death.	121
5. Promote Health.	180
6. Postpone Death.	<i>On the reverse</i>
Supposed and real causes of above high death-rate.	
7. Prevent Disease.	181
8. Principles of Modern Education.	
Outer Adjustments.	206
9. Principles of Modern Education.	207

---

## PART I.

### *Introductory Ideas About Efficiency.*

#### CHAPTER HEADINGS.

	Page.
I. Introductory idea of efficiency ...	1
II. Municipal Efficiency ...	16
III. Organizing a City. ...	22
IV. Build up the science of every operation.	27
V. Selection and training of all men ...	34
VI. Cordial Co-operation ...	40
VII. Sharing of responsibility ...	47
VIII. Organize the working forces ...	55
IX. Reward by results ...	69
X. Analyse your Inefficiencies ...	76
XI. Be Fair to the Village ...	84
XII. Deepen Civic Franchise ...	90

**PART I.**  
**INTRODUCTORY IDEAS ABOUT MUNICIPAL**  
**EFFICIENCY.**

*Questions for Councillors and Citizens.*

1. *Civic Organization.*—Has the city been organized? Has it been divided into suitable working units, and co-ordinated for effective collective action?

2. *Scientific Operation.*—Is every operation connected with city management and services to be rendered to the city, been analysed, and standardised? Is an effort being made to find out and build up the science of every such operation?

3. *Scientific Selection.*—Are the principles of scientific selection of all men for the duties they are best fitted to discharge, being investigated and duly employed? Is there an employment bureau trying to list the specific physical and mental requirements for each work?

4. *Scientific Training.*—Are all employes being constantly trained to better, quicker and easier methods of doing their allotted work?

5. *Co-operation and division of responsibility.*—Is there cordial co-operation, and due sharing of responsibility between management and men?

6. *Organization.*—Has the right kind of organisation been installed in each department?

7. *Reward.*—Is there rewarding by, results, or seniority, or party preferment?

8. Are inefficiencies being constantly analysed and eliminated?

9. Are the villages supporting the city, served and helped in return?

10. Are there any Social Centres for training citizens for their work of participation in the city government?

- Newman, 172, 178, 182  
Noehren, 361  
Nolen, 289f  
Osler, 181  
Paranjpye, 368  
Pestalozzi, 208  
Pollock, 177f, 243, 345,  
354  
Reinhiemer, 86  
Ruskin, 163, 201  
Samey, 259  
Shah, 247  
Spiller, 3  
Talamo, 352  
Taylor, 10f, 35, 70  
Unwin, 296  
Ward, 161  
Ward, Mrs. 361  
Welton, 337  
Wilson, 91  
Wirt, 205  
Woods, 161  
Wright, 342  
Yoakum, 37  
Yerkes, 37  
Zeublin, 71, 226
-

## INDEX TO SUBJECTS.

(M=Municipal. E=Efficiency. Org.=Organization. Soc.=Social.)

*In other cases the first letter of a topical heading or dash stands for the heading in its subsections.*

- ACTIVE CITIZENSHIP TEST**  
**XX**  
Administration, effective,  
318; reports, variations,  
127  
Adopt Soc. Service Org.,  
368  
Adult Education, 214  
Ample Water Supply, 226  
Apply Tests, 367  
Appropriations Functional,  
313f  
Associated Opinion, 155  
Autocratic Org. of Execu-  
tive, 140  
**BALANCE SHEETS** 306f  
Best towns Health, 174  
Bombay City, extravagance,  
116; presidency, 96;  
should lead, 92  
Budget Control, 302; exhi-  
bits, 313; gauge, 123;  
as service program, 313;  
test, **XXIX**  
**CAPITAL FUNDS**, 296, 299  
Changes in Manufacture, 77  
Charity Org., 267f **XXVII**  
Child, remember the, 356  
Cities, growth of, 22; as  
death traps, 120  
City Planning **XXVIII**, 27f  
Citizenship, call to, 23;  
active, **XX**; participa-  
tion, 316  
Citizen's part, 50, 146; and  
councillors, 43, 50, 52;  
Org. of, 139  
Code M. Study of, 31  
Communion, 207  
Comparative Death-rates,  
184  
Complaints, 81  
Comprehensive Survey, 113  
Congestion, 251  
Consecrate Councillors, 372  
Continuous Survey, 114  
Control, five kinds of, 301  
Control Budget, 302



- Co-operation, 210 ; between city and university, 131 ; centralized, 136; cordial, VI ; lack of, 82
- Creativeness, 208
- Current Funds, 296
- Current Misconceptions, 175
- DALTON PLAN, 209
- Death-rate, causes of, 175f ; test, 173 ; varying, 373
- Delayed deliveries, 80
- Delays, 76
- Demographic features, 376
- Disaster, 281
- Disease Prevention, 179
- Drink Evil, 235f
- ECONOMIC CONDITIONS, 293
- Education-Increase facilities, 192 ; increase allotments for, 198; improve quality; maximise attendance, 196 ; reach all 195-reduce cost, 197 ; in fire prevention, 224; association 215-force, 93
- Efficient Administration, 318 ; labour, 337 ; org. test, XVIII
- Effort of Citizens, 156
- Equipment, idle time, 77
- Establishing Standards, 32
- FAIR DEAL, 84
- Fairness to villages, XI
- Farmer-helping the, 87
- Financial condition, 294
- Fire brigades-volunteer, 118
- Fire-causes of, 221
- Fire fighting, 219-229
- Fire preventing, 223f
- Franchise-Deepen civic, XII
- Functionalising Appropriations, 313
- Functional Management, 58
- Fund Balance, 319
- Funds Classes of, 296
- GAMBLING, 250
- Garden Cities, 285
- Gary System, 205
- General Account, 307
- General Survey, 113
- Graphic Publicity, 156
- G. P. of death-rates, 183
- Graphic reporting, 190
- G. Study of cities XXXV
- HAMBERG'S METHODS, 273
- Happy Play Life, 365
- Health co-ordinate agencies, 185; education 184; Increasing budget, 184; student effort, 187 ; training citizens, 186
- Help, thoughtful, 286
- Hints, A mayor's, 45
- Home-owning citizens, 350

- Housing at Rome, 351  
 Housing at Ulm, 353  
 Housing Standards, 294f  
 IDLE EQUIPMENT TIME, 77  
 Improvements attainable, 19  
 Improve Selection Process, 373  
 Improving Organisation, 143  
 Industrial encouragement, 284  
 Inefficiencies X of labour, 339, Management 78 Men 79  
 Infant Mortality Reduction, 464  
 Informal Survey, 113  
 Information & Enterprise, 1  
 Interlocking Survey, 113  
 KARACHI'S EXTRAVAGANCE, 118  
 LABOUR EFFICIENCY, 337  
 Labour Inefficiency, 339f; kinds, 338; causes, 339; remedies, 340  
 Legal Conditions, 294  
 Lighting Contracts Wastes, 128; Costs, 119, 129; Tests 229  
 Local Data, 291  
 MACHINES, CONGESTION AT, 83  
 Management Inefficiency, 78  
 Maternity & Infant Welfare, XXVI  
 Mayor's Hints, 45  
 Method & Management, 1; 103  
 Misconceptions, current, 175  
 Misfits, avoid, 35  
 Mosquito Brigades, 188  
 Motion and Motive Studies, 28  
 Motive Social Service, 373  
 Movement of Material, 80  
 Municipalities, Bombay, 96  
 Municipal Efficiency, 104  
 Ownership, XXII, 349f  
 Supervision of Charity, 267  
 NEIGHBOURHOODS, 23; to be organised, 24  
 Nine qualities, 35  
 OBSERVATION, 207  
 Occupational features 376  
 Operations, Changes in, 79; List and seriate, 29; statistics, 311  
 Opinion Associated, 155  
 Organisation, as arrangement, 55: Auto-cratie, 140; Brahman, 61; Efficient XVIII

- Organisation, Emerson's** view, 67 ; improvement of, 143 ; functional, 58 ; kshatriya, 62 ; line or military, 57 ; panchayat, 63 ; scientific, 67 ; soc. service, 369 ; test, 103 ; vaishya, 63  
**Organising, a city, III ; a working force, VIII**  
**Outdoor education, 214**  
**Ownership, municipal, 349 ; public, 349**  
**PARKS AND PLAYGROUND TEST, XXXIII**  
**Passmore Edwards Settlement, 357**  
**Pavement guarantees, 333**  
**Personnel trained, 103 ; XIX**  
**Philanthropy, Constructive, 275**  
**Physical conditions, 292**  
**Physical features 375**  
**Planning of Programmes, 41, 45f**  
**Play Centre Movement, 357**  
**Playground Association, 360 ; success, 361**  
**Police, 219**  
**Planning faculty, 82**  
**Procedure, City Planning, 287**  
**Promotion of health, 180**  
**Prevention of disease, 179**  
**Prostitution 240f ; causes, 243 ; remedies, 245**  
**Public charities, XXVII**  
**Public Convenience, 282**  
**Public Health, 121=163, XXII**  
**Public Instruction, 122 ; XXIII**  
**Public Morality, XXV**  
**Public Ownership, XXXII ; of public utilities, 344**  
**Public Utilities Test, XXXI**  
**Public Utilities are Monopolies, 344 ; XXX**  
**Public Works Test, 12**  
**Publicity Graphic, 156**  
**REACH ALL WITH EDUCATION, 195**  
**Recreation, 283 ; provision of, 355**  
**Regeneration Soc. 7, 10**  
**Rejection, 77**  
**Relativity, 201**  
**Responsibility, sharing of, VII**  
**Rescue work, 245**  
**Restored areas, 335**  
**Resume, 105**  
**Revenue and Expense, 309**  
**Reward by Results, IX ; 71**  
**Reward for councillors, 73**  
**Right, Do the, 85**  
**Road Inspection, 334**

## V

- Rotation or Rhythm, 30  
**SANITARY POLICE**, 189  
 Sanitation and Health, 280  
 Save Mothers and Babies, 256  
 Science, Build up the, 27f  
 Scientific Management, 6f, 47, 125  
 Scientific Method, 2, 6  
 Scientific Spirit, 2  
 Secure Attendance, 196  
 Selection and training of men, V  
 Selective process, improve, 373  
 Service based on science, 19  
 Service programmes, 313  
 Service programme test, XVI  
 Settlements, 25  
 Sexes, disproportion, 249  
 Sinking Fund, 308  
 Site, for a city, 279  
 Slum Conditions, 251  
 Slum reductions, 254  
 Soc. Centre idea, 91; an educational force, 93, 147, 160  
 Soc. Conditions, 292  
 Soc. Service Org., 369; humanly possible, 369  
 Social service motive, 373  
 Soc. Survey Comprehensive, 110  
 Staff Superior, 53  
 Staff and Line, 65  
 Standard, 100; established, 32, 41, 126; housing, 294; Methods, 28; test, 124, XVII; testing, 327  
 Standardise Specifications, 323; unit costs, 332  
 Steps in survey, 111  
 Stores Account, 310  
 Suburban development, 284  
 Surveys City, 109  
 Survey to serve, 18, 89, 101, XV; syllabus a suggestive, 149  
**TASK AND BONUS**, 69  
 Temperance associations, 239  
 Test Budget Publicity, 170  
 Test, Charity Org. 166; child & woman's welfare, 166; city planning, 167, XVIII; education, 164; fire apparatus, 227; general and specific, 98, XIV, XXI; park and playground, 168; physical and mental, 36; public education, XXIII; public health, 163, XXII; public

- morality, 165, XXV; public ownership, 169, XXXII; public safety, 165, XXIV; public utility 169, XXXI; public works, 168, XXX
- Testing Laboratories, 327
- Town Planning, XXVIII; Town Planning principles, 291
- Training the citizens, 38; councillors, 148, 39; dais, 257; for welfare work, 97; syllabus, 149; Working force, 151
- Treasury Statements, 310
- Trust Funds, 296, 300
- UNFAIRNESS OF CITIES, 84
- Unit Cost Standard, 332
- Unit Survey, 113
- Villages, Fairness to, X
- Villages, forgotten, 85
- Villager, Housing the, 86
- Visiting the, 88
- Vocational training, 206
- Voters, duty of, 74; efficient, 137
- WARD MEETING, 74
- Wastes in, lighting, 128; public health, 132; public instructions, 134; public works, 130
- Welfare agencies, 95; human, 16; programmes, 42; weeks, 147
- Working force training, 151
- Work to be done, 25
- Worst Towns, 174

## Companion Volume

*by the same author.*

### Social Efficiency: India's Greatest Need.

#### CONTENTS.

	PAGE.
INTRODUCTION BY PROF. PATRICK GEDDES ...	V
Preface by the author ... ..	IX
CHAPTER.	
I. What is Society ... ..	1
II. Definitions of Efficiency ... ..	8
III. Emerson's Principles of Efficiency ...	14
IV. Social Aims ... ..	22
V. The Concept of Social Efficiency ...	32
VI. Social Survey ... ..	37
VII. The Problem of Poverty ... ..	70
VIII. The Conquest of Bread ... ..	79
IX. Conquest of Shelter ... ..	94
X. Conquest of Clothing ... ..	101
XI. National Welfare and National Decay ...	106
XII. Economics of Education I ... ..	128
XIV. Economics of Education II	
Best of Education in shortest of time ...	166
XV. Primary Education ... ..	194
XVI. Conquest of Ignorance High School stage ...	203
XVII. Educational Efficiency. Scientific and Technical Education ... ..	209
XVIII. Every City a University ... ..	219
XIX. Temples and Mosques and how to use them.	226
XX. The Problem of Assimilation ... ..	231
XXI. Harmonising Human Relationships or Conquest of Discord ... ..	245
XXII. Art Efficiency ... ..	253
XXIII. Religious Efficiency or Conservation of Character ... ..	257
XXIV. Efficiencies ... ..	263
XXV. A Programme of Social Efficiency. Discovery and development of men of genius...	277

## Some Press Opinions.

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*THE THEOSOPHIST*, FEBRUARY, 1924. Page 692.

*Social Efficiency—India's Greatest Need*, by Prof. S. N. Pherwani. With an Introduction by Prof. Patrick Geddes. (The Modern Publishing Co., Bombay. Price Rs. 2-8).

This is an extremely good book which we recommend to everybody. It gives a detailed outline of an Ideal State, ideal in every way, in social affairs, in art, in education, in religion. Yet it is the most practical book we have ever seen on this subject. There is nothing in it which cannot be immediately introduced into any state. Its key-note is efficiency, in every department of life, in industry, in housing, food, clothing, art, religion, education, etc. We like especially the chapters on Education, and we are glad to find that the aim of education is the development of love and good character, by the modern methods of Montessori, Dalton, etc. We like the chapters on Art, and on Religious Efficiency. The whole book is most practical, containing a complete outline of the organisation of a perfect community, which can be easily evolved from the existing towns. We are so glad that this book is written by an Indian, as showing that at last the Indians are turning their spirituality and intellect to practical purposes on the physical plane. When they begin to do this in earnest they will do it exceeding well.

L. E. T.

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EXTRACT FROM *THE SURVEY*, NEW YORK, U. S. A.

*Social Efficiency—India's Greatest Need*, by S. N. Pherwani. Introduction by Patrick Geddes. Modern Publishing Co., Bombay.

MANY influences, English and American, all of the best, are discernible in this interesting restatement of the elements of Social Efficiency and the elaboration of its meaning in terms of social progress in India. To Professor Geddes, with whom he is associated in the Department of Sociology and Civics in the University of Bombay, the author evidently owes his effective use of the diagrammatic method and also the inclusiveness of his interest in social facts and tendencies, which goes far beyond that of the efficiency engineers who suggested to him his special field of study. In the more detailed working out of the author's theory, the place given to education is especially large—and this notwithstanding the fact that, as he shows by many telling facts and illustrations, in India the problem of social efficiency is necessarily still so largely one of the satisfaction of elementary wants. His approach to problems such as these, free as it is from political or economic party bias, is helpful and educational. He stresses, as most vital for India in particular, the need for effective co-operation and assimilation of different elements in the population. He suggests "a revival of the ancient Ashrama of Vanaprastha, the dedication of the third quarter of one's life to civic and social effort."

B. L.

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*THE MAHRATTA.* January 27th, 1924.

REVIEW SOCIAL EFFICIENCY.

Prof. Pherwani whose book on Social Efficiency is under review, seems to have taken an immense amount of pains in assimilating the upto-date ideals and solutions of the burning problems of social reconstruction and reform in Western countries and has not forgotten to study the actual conditions obtaining in India at close quarters before embodying his suggestions in the form of this useful and important book.

It is a well-written book and contains many constructive and thought-provoking suggestions which are well-worth the attention of earnest and serious-minded social reformers.

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*Prof. Patrick Geddes, the world-famous sociologist writes in the Introduction :—*

“Combines freshness of observation, freedom of speculative thought and range of social knowledge with the technical efficiency of the engineer as well as of the man of science.....here is a good general statement of the needs and possibilities of increased efficiency, and not only for society in general but for India in particular. It is by a keen student of affairs, a direct critic and an emphatic writer.”

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*The Modern Review :—*

“The author discusses how the Indian people can, at less cost of human and material resources than at present, get better food, clothing and shelter (i. e. reduce or eradicate poverty), stop national decay, reduce death-rate all

round, eradicate preventible diseases, obtain wider and better education, develop their civic, political, artistic and religious life, stop friction and harmonize human relationships, break down caste barriers, discover men of genius etc. IT IS A THOUGHT-COMPELLING BOOK, and in these days when we have at last come to recognise the urgency of increasing our efficiency both as individuals and as a nation in order to take our proper place in the world, a book like the one under review should be of great help. ALL SOCIAL AND NATIONAL WORKERS WILL FIND IT FULL OF VALUABLE SUGGESTIONS."

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*Welfare :—*

"In this little book Prof. Pherwani gives us a survey of various efficiency standards for society with their possible application to Indian conditions, and suggests a certain programme for the advancement of social efficiency in our country. Mr. Pherwani approaches THE RIGHT DIAGNOSIS OF THE SOCIO-ECONOMIC PROBLEMS OF INDIA, and unlike so many negative critics, makes attempts at concrete proposals for remedies, deduced mainly from the philosophy of scientific management.....  
.....Some of the chapters e. g. those on Vital Efficiency and Economics of Education are REALLY IMPRESSIVE."

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*To-morrow :—*

"The book will always be useful to social workers .....Mr. Pherwani makes useful suggestions for India's educational advance."

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*The Bombay Chronicle* :—

“The materials it contains may be utilized for scientific purposes.”

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*The Sind Observer, Karachi* :—

“Prof. S. N. Pherwani has unerringly laid his finger on the root cause of the sorry state of India..... The author's treatment of the problems of India's poverty and unemployment is fresh and supported by a phalanx of authorities.”

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*Journal of the Young Men's Parsi Association* :—

“Throughout the book are interspersed the practical suggestions of highest importance based on personal observation, reflection and scholarship.”

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*Indian Journal of Economics, Allahabad April 1924* :—

“This book on social Efficiency should be of service alike to the studious reader and to the practically minded citizen” is the opinion of Prof. Geddes. Our reading of its pages leads us to declare unhesitatingly that what is said above is a well deserved tribute.....The book gives us some very suggestive hints as to the possible lines of socio-economic regeneration of India

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