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ADMINISTRATOR

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No. 2

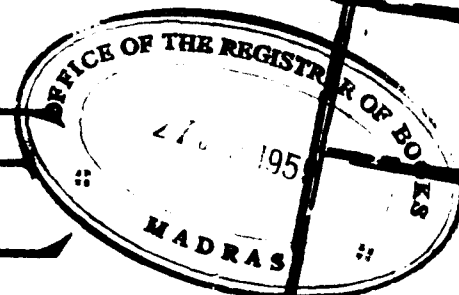
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THE NEW²¹¹⁵ ADMINISTRATOR



Vol. I No. 2

DECEMBER 1958

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THE NEW ADMINISTRATOR

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A Letter from the publisher

This is the second issue of the NEW ADMINISTRATOR. We are glad that the first issue has had a good reception both in Governmental and Business circles. The unique feature of the journal is that it brings both the Government and Business together in its pages. It is also clear from the response we have received that there is an increasing public interest in good administration which is a categorical imperative for the attainment of the Welfare State.

The present issue also seeks to provide a rich and varied fare. In the article on The Indian Foreign Office Mr. Sen gives a graphic description of the administrative set-up and the day-to-day work of our Foreign Office. Many facts mentioned by him are news to many. The importance of a loyal Executive and the need to protect civil servants from fear-complex is stressed by Mr. S. Y. Krishnaswamy in the course of an article. Pause and examine the full implications of the State trading scheme for foodgrains suggests Mr. Narayanaswamy. A Collector's code of maxims though drawn up by a Collector is useful for all in Government and in Business. Government by the army is increasingly in the news and G. B. T. has dealt with in a very spicy article.

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By the way

A Board for Posts and Telegraphs

The Minister for Posts and Telegraphs of the Government of India has announced his intention of providing the administration of our Posts and Telegraphs with a Board on the lines of the Railway Board. Apart from the general idea that with a Board Posts and Telegraphs would get a more autonomous and therefore a more effective and useful administration, the Minister put forward no argument for this revolutionary change. For 102 years the Postal Administration has been operating under a single Director-General responsible to the Government represented by a Department of the Secretariat with a single Secretary responsible for Posts and Telegraphs which in its turn is responsible to a Minister of the Government of India. This system has worked satisfactorily supplying a public utility service with tolerable efficiency. What is wrong with it and how is the Board system going to improve it? The Railway Board seems to be the convincing argument. The Railways are administered by a Railway Board with profit to the State and this profit is attributable to its Board system with its numerical composition and its autonomy. But the analogy of the Railway Board is misleading. The Railways are run by Government as a commercial concern. The Railway Board is its Board of Management, each member being in charge of one or other branches of the administration of the Railways. The Board system for Railways has been adopted for historical and administrative reasons. When the Railway Board was established in India most of the Railways

were managed by British companies. As Government was financially interested in the Railways for they were guaranteed a minimum return by the Government it wanted a single body to deal with in regard to the policies and programmes of the Railways. And the Railway Board system has persisted just as Boards of Revenue have persisted because there are large questions of policy in regard to development, passenger fare rates, classes and degrees of comfort in railway carriages, management of workshops, etc. The business of the Railways is vast and varied each sector having a bearing on the other (e.g., goods traffic on passenger traffic and *vice versa*) that frequent discussions of reactions and interactions are necessary in a Board. It brings in a contribution of 30-35 crores a year to the general revenues of the Government of India. No such argument is applicable to a Board of Posts and Telegraphs. First of all it is not a commercial concern but a public utility service. There must be some surplus of income over expenditure for postal rates are a form of taxation but the surplus must not be such as to restrict the public utility. For instance, post offices have to be maintained in certain localities although the income from the locality would not justify it. Nor is the work so varied as to justify the substitution of Board Administration for the present system. And the surplus brought by the Department to the general revenue is only 4 or 5 crores, compared to the 30-35 crores given by the Railways. As for the constant nagging of the Finance Department from which the Minister and the

Department wish to escape in the autonomy of a Board the remedy is to prevent or reduce the nagging not to get away from control by the Finance Department which is required as much in the interests of departmental efficiency as in the interests of the taxpayer.

Anyway we would suggest that the matter be decided after due and proper enquiry.

Start from the Foundation

Both at New Delhi and in Tokyo Dr. Erhard the West German Minister for Economic Affairs the Minister largely responsible, as far as a Minister can be responsible, for the miracle of the recovery of Germany after the last war which laid it down, insisted "that it does not make much sense if only a few giant isolated plants are set up." "It is better" he advised, "to start from the bottom and make the people feel that there is a purpose behind their work; it would be better to give implements to farmers and tools to the workmen." Here in India the people would be made to feel that there is a purpose behind their work if they see village roads connecting their farms or their villages to the nearest market or railway station, if they saw wells sunk in their villages, their houses built or rebuilt to decent standards, if they were protected against uneconomic subdivision and fragmentation of their holdings, if they found the tanks in or near their villages kept in proper repair or if workmen could see themselves or their sons trained to become skilled workers and through co-operative societies supplied with improved tools. Such a programme, would be laying the foundation, sound and secure of economic progress. A prosperous agriculture helped by an enterprising merchant class would supply the capital required for industrialisation and technically trained workmen would supply the skilled labour that large-scale industry needs.

Fragmentation of holdings

Did it require an Army Revolution in Pakistan to prove to the Government of that State that fragmentation of holdings must be got rid of if an era of agricultural progress is to dawn for a country suffering from this evil. We are glad to see that the new Government in Pakistan recognises the seriousness of the evil and will set about ridding the country of it. We are glad not only for Pakistan but for India. For the inclusion of this reform among the ameliorative measures intended to restore health and strength to a sorely afflicted State and to extricate it from the mess which it required an Army Revolution to save the country must bring home to Governments in India the need for such a reform here and now. For not all the National Extension Service that the Plan provides for, not all the fertilisers that India can produce, not all the know-how and implements that foreign aid can procure from abroad will serve to increase the prosperity of agriculture as long as there is this sieve through which all improvements and results of improvements run to waste. For as fast as these improvements are made available they cannot be taken advantage of by farmers if holders of 1-2 acres (which form 50% of the agricultural holdings in India) have not the capital to buy the fertilisers, the improved seeds, the improved methods provided by National Extension Service. Tractors and other mechanical devices cannot be applied to the small farms that form the majority of the holdings in India. Legislative or administrative acts to put a stop to the compulsory and equal partitioning of land which is the main cause of this subdivision and fragmentation of land must be taken in hand to put a stop to this running sore of Indian agriculture.

Grow More Grass

It is gratifying to note that investigations carried out on the properties of lucerne at the Wheat Breeding

Station of the Indian Agricultural Research Institute at Simla have given excellent results. Lucerne is a rich rapidly growing fodder plant and may well meet the demand for sufficient and nutritious fodder for the cattle of India. Land available for cultivation is used by our farmers up to the extreme border of the cultivable area. They can feed their cattle only on the dry stalks of the cereal crops they cultivate. For green fodder our cattle must turn elsewhere. The lands that are not fit for cultivation of cereal and cash crops are the only ones available for growth of fodder. Those that are available on the plains can be used only if they contain the necessary salts required. But the hills and hill-ocks which strew the country and on which grass grows naturally can be still more widely used for forage cultivation. There, indeed, grass is available in the monsoon months—say for 6 months in the year. But research at the Simla station has shown, according to a recent newspaper report, that among the perennial forage legumes and grasses lucerne has proved itself to be the hardiest and is capable of braving the most trying weather. State Governments cannot do better than, after a survey of the hill and plain lands available for the cultivation of this forage grass frame programmes for raising this crop of fodder. Anyone in authority who sees our sheep and cows and oxen scraping the earth-level grass available to them will be moved to attend to this question of growing more grass for our cattle which numbers about 250 million head.

Are there to be no more District Boards?

If the District Development Councils proposed to be established by the Madras Government as the result of recent legislation are to serve only an economic purpose, in particular to get the Districts and their people interested in the Five-Year Plan and do all they can to promote the achievement of the several programmes into which it has been split up, we would have no

objection to the new venture. But if these Development Councils are eventually to displace the District Boards then the matter has to be thought over. District Boards were established as a part and stage of the training for self Government and Administration which was to prepare the people towards self-government in the large units of the province (now State) and country. And it ought to be continued as a unit of decentralised government which is one of the essentials of the large scale democracy of Nation or State. De Tocqueville, the great authority on Democracy believed, that "local institutions are useful to all nations but nowhere do they appear to be more indispensable than among a democratic people and asserted that "those who dread the licence of the mob and those who fear the rule of absolute power ought alike to desire the growth of local liberties." A more modern authority, a Committee on Administration set up by the late President Roosevelt of the U.S.A. put forward a powerful argument for decentralisation "as, lessening the insensivity of administration to public opinion for decentralisation would bring the persons that actually administer in detail into touch with the people whom they serve in their own local units."

It may however be argued, that Village Panchayats offer all the scope for local self-government that is needed in a democratic State. We welcome the Village Panchayats Act as intended to put some life and vigour into this historic unit of Indian political life. In any debate or reference on the villages of India they are lauded for their stability and survival through all the vicissitudes of Indian history. Invaders and conquerors have come and gone but the villages and the village government of India have lived on. But may it not be that invaders and conquerors have come and some of them stayed on just because villages were left high and dry as the only local centre of political life. There were no intermediate units between the

(Continued on page 23)

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At the Indian Foreign Office

S. SEN, I.C.S.

Its official name is the Ministry of External Affairs but few taxi drivers will take the visitor to the right address unless he knows the key-words "Panditji ka daftar." That is where the Prime Minister, Deputy Minister and a few senior civil servants look after India's foreign affairs, although a good part of the work is done in four or five other buildings in different parts of New Delhi.

There is an air of mystery—I almost said confusion—about the Ministry. For good and proper reasons officers are often changed round and it is not always easy to know who does what. The listed telephone numbers and private addresses are also often out of date. The second reason for this air of mystery is the variety of security measures which must be taken in any well-run Foreign Office: black boxes containing secret papers which are taken from room to room and are constantly locked and unlocked—this wastes time but not easy to do away with; our Cypher Section, where all secret telegrams are coded or decoded, is a place where no one, not even the Ministry's officials, are allowed to enter without special permission. Thirdly, the Protocol Division which makes sure that the correct degree of decorum and courtesy is shown to all foreign visitors have to follow ways which are unfamiliar in our daily life. Then there are guards, permits, secret telephones and the ubiquitous chaprassies (messengers).

Any casual visitor coming to the Ministry between 9 and 10 in the morning will be astonished to see a row of chaprassies sitting perched up on a ledge at the entrance, like so many big and folded birds. They are waiting there to meet the officers as they come and take their papers which they might have taken overnight to read and their lunch boxes—some of us do not go home for lunch—to

their rooms. At the entrance, a visitor will also find a number of cars: some of the better and luxurious belong to the foreign diplomats. The fashion in the Ministry is to buy small cars, preferably of Indian manufacture. This is as it should be in a poor country and this fashion was set by the Prime Minister or P.M. as we call him.

He generally comes to the office at about 9 in the morning when Parliament is not in session. His arrival is of course of interest; some people simply wait by the door to catch a glimpse of him and he would often stop and talk to those who look down and out and sad. He has one of the smallest cars and has no need to display on it his badges of office.

The work begins

So, the work begins. Throughout the night a number of telegrams has come and action on them has to be taken. They are of an extraordinary variety: political problems, debates in international conferences, passports and visas, trade and other negotiations, visits of important foreigners, administration, Parliamentary questions and on many other subjects from our sixty odd missions abroad. Many of them will need discussion with other Ministries and digging into old records. A few of them can be dealt with only by P.M. and he may wish to consult some of his colleagues in the Cabinet. Senior officers must make sure that important telegrams are properly studied and acted on with great care and speed. For this, a meeting is often fixed among them at 11 in the morning when general instructions are given. This procedure cuts out much writing on files and saves time.

Of course whatever is done must be recorded and this opens up a vast field of activity. To run the office properly, we must record and enter all documents, every important dis-

cussion has to be accurately noted, old references should be careful and easily accessible. Precedents may have to be quoted and no facts, favourable or unfavourable to one's conviction, must be suppressed. Drafting, addressing, sealing, security and the despatch of papers all have to be carefully checked and supervised. A civil servant could overlook these things—which are conveniently and sometimes sneeringly called "routine"—only at his peril. Anyway, failure to observe these meticulous details wastes time in the long run, confuses our missions and irritates the public. None of these we can or should be allowed to do.

To do our work properly we need enough space, manpower and equipment. We do not always have these things and often the offices look cramped and rather at sixes and sevens. Of all the Ministries, our Ministry employs the smallest number of people and we do not have enough equipment because they throw people out of their jobs. We constantly experiment to save money and at the same time maintain, if not improve, efficiency. Even simple mechanical facilities like telephones, lights and fans, typewriters and electric bells do not always work and so add to our trouble.

Procedural details

Now let me give you an illustration. An Ambassador in country A suggests that the Government and the people in A are friendly towards us and that it would be useful to send a small cultural delegation there as soon as possible. This looks simple enough but by the time you have finished reading this paragraph, you will either develop a sense of disgust at bureaucracy or think that not enough care has been taken for the proper control of country's interests and the taxpayer's money! When the request is received we have to check how much we have already done for seeking the goodwill of country A and how much we propose to do in the future. How does the present proposal fit in with

the considerations which we must give to other countries? Is the timing suitable? After we are satisfied that the proposal is worth pursuing a number of practical questions has to be settled: What is likely to be the total cost? Will some of it be paid by country A and if so, how much and under what arrangements? Can facilities be made available in country A for performances? Is the season suitable for attracting a good crowd? What will be the amount of foreign exchange we have to spend and can we afford it? Can our mission handle accommodation, protocol, transport, special food and scores of other day-to-day details? Along these questions will come the problem of selection of artistes (always a delicate matter), accompanists, etc., as we must make sure that the delegation is a composite and effective one and yet the number is kept to a minimum. After the selection has been made each man or woman has to be separately consulted and if some cannot come, further selection with attendant delay and complication has to be faced. Then come the travel arrangements, passports and visas, medical certificates, income-tax clearance, baggage allowance, terms of deputation (that is, how much to be paid a day), the kind of accommodation each member will be entitled to, how the accounts are to be kept, etc. In all these matters close and constant consultation either singly or collectively have to be done with a number of other Ministries—Home, Education, Cultural affairs and Scientific Research and, of course, Finance. A Note for the Cabinet has to be prepared with adequate notice and the Cabinet approval must be obtained before the delegation can finally leave. All the while our mission has to be kept informed and consulted. Publicity material has to be prepared and sent on time. All the literature—publicity, programme etc.—may have to be translated into foreign languages. Photographs and blocks have to be arranged. Moreover, discussions and

arguments at all these stages are to be recorded and papers kept in a handy fashion. Do not forget there may suddenly be a parliamentary question on the subject which must be answered accurately and quickly. No one can take a chance on memory and it must be possible always to find out who was responsible for any delay or difficulty without having to hold a board of enquiry! I have given some space in describing the procedure for sending a delegation abroad because it illustrates the way practically each problem has to be settled. All delegations, cultural, press, international conferences and the like will have to go through all or some of these stages.

After this brief account of how problems are handled, it may be of some interest to know the type of work the Ministry of External Affairs does and the administrative machinery for doing it.

Type of work

The main political divisions in the Ministry are by territories: Europe, America, South East Asia, West Asia, North Africa, Commonwealth, etc. Then there are special divisions like Protocol, Publicity and Information, Administration including inspection of our Missions, Historical and Research, Legal and Treaty, international conferences, etc. We have not yet established any division dealing specifically with trade, military or cultural relations with foreign countries. Foreign Offices in some countries have these Departments as part of their regular organization; in our system the problem in these fields are handled by the territorial divisions in consultation with the different Ministries dealing with the subjects.

The Head of the Foreign Office—immediately responsible to the Minister for us, it is the Prime Minister as he is also the Minister for External Affairs—is the Foreign Secretary. He and his two colleagues, the Commonwealth Secretary and the Special Secretary in charge of Administration, look

after the entire work of the Ministry. In addition we have a Secretary-General who is the seniormost civil servant in India. This special and vital appointment has become necessary for two good and important reasons. The Prime Minister has an extraordinarily heavy load of work and frequently a senior civil servant like the Secretary-General can give him opinion not based on the considerations of one Ministry alone. The Secretary-General must have a varied experience in other Ministries and he is, therefore, in a better position to weigh various arguments before he advises the Prime Minister on a particular problem. The second important reason is that on a large number of problems affecting trade and commercial relations with foreign countries, and also our own development plans, the advice of the Secretary-General becomes invaluable. His experience and personality has a curative effect on any civil servant who is inclined to be headstrong (may be through sheer enthusiasm) or dilatory. He thus acts as a kind of cement among the mosaic of senior civil servants; he is also a catalyst when things do not move fast enough.

Under the Secretaries there are the usual Joint Secretaries, Deputy Secretaries, Under Secretaries and then finally the 'office' where all papers are kept and recorded. The work among these officers is divided in as business-like fashion as possible with two important criteria always in mind—proper supervision and quick despatch of work.

The hours of work are nominally 10 to 5 with one hour off for lunch but in practice, particularly for senior officers and certainly for the Minister, there are no fixed hours. Events do not wait for the calendar and our holidays mean little or nothing to the world outside. The result is that we must be ready to work at any time of the day or night and all throughout the year.

During parliamentary sessions, the work increases for a variety of reasons.

Our system of answering questions in two languages, twice a week for each House and sometimes orally and sometimes in written form is perhaps unique among all Parliaments. The time allowed to the Ministry for the final preparation of these questions is six days, but in effect the Ministry does not generally have more than 48 hours for the answers which must be sent to the Ministers before being finally accepted. In this process some answers have to be revised three or four times. Then there are adjournment motions, notices calling attention to urgent matters, short-notice questions and regular foreign affairs debate either in general terms or on specific issues. The Deputy Minister and the Parliamentary Secretaries have to give much of their time and attention to the Parliamentary work on behalf of the Ministry and have to maintain constant liaison with the Members of Parliament and important men and women in all walks of national life. During the sessions of Parliament, the Informal Consultative Committee of Foreign Affairs meet from time to time and various other discussions requiring attention from a number of senior officials and others also take place. At all times the Cabinet has to be kept informed of all important matters on foreign relations—this is done by the Prime Minister by his informal meetings with his Cabinet colleagues, through oral or written discussions among them on specific problems, by circulating important telegrams and despatches, through meetings of the Foreign Affairs Committee of the Cabinet and finally in the Cabinet itself. All important decisions must be taken by the Cabinet. The Cabinet also receives periodical reports on all important matters.

The daily work of the Ministry varies greatly from Department to Department and from official to official. It is not possible within the space available to give a comprehensive picture but some general idea of the work at different levels and in various divisions is all that is perhaps required.

Divisions of the Ministry

(a) *Territorial Divisions* must receive each day a number of foreign diplomats who come to see them either at the request of the Ministry or at their own request. These meetings and discussions are necessary not only for dealing with day-to-day affairs but to establish contacts, to discuss generally important developments in international politics and to cultivate personal understanding between the officials of the Ministry and the foreign diplomats. The Ministry's officials will also have to see several people from Indian public life—Members of Parliament, our own officials who may have come to India either on consultation or on leave or simply passing through Delhi on transfer from one post to a new post. When a new Head of Mission is appointed, he will have to be briefed—that is, he has to be told what the important problems with the particular country to which he is posted are, what important documents he should read and what kind of criticism and difficulties he may face in his new job. Such briefing also becomes necessary for delegations and officers going on special assignments, e.g., military officers for Indo-China, or to the Lebanon.

The next group of visitors are mainly concerned with personal problems—jobs, passports and visas, naturalisation, letters of introduction and the like. Then we have a number of visitors from Pondicherry, Goa, North West Frontier Agency and other areas for which the Ministry of External Affairs has some special responsibility. All this is in addition to meetings with officials, conference with other Ministries, non-official organizations and a host of other discussions. And the problem is that much of it has to be reduced to writing—a point not often realised. If an important visitor comes from abroad, he has to be met, his accommodation and programme arranged and he has to be looked after in a variety of ways. All this is the work of the Protocol Division but the Territorial Divisions

have to make sure that nothing is done or left undone which might come in the way of the work of the Territorial Division. A number of foreigners comes to India for business or pleasure and we find that a little time spent with these visitors is always useful. Discussions with them act as corrective to impressions and information which have been obtained from purely official sources. When foreign Ambassadors present credentials or arrive for the first time or leave India finally, some attention must be paid to them from the Territorial Division. These contacts are further strengthened by social activities in the evening receptions, dinners, etc., given either by foreign diplomats or by the Indian Ministers and officials who need not always belong to the Ministry of External Affairs. Here is a fair average distribution of a senior officer's daily time : interviewing foreigners—2 hours ; interviewing Indians—1 hour ; meeting other officials, conferences, Ministers, etc.—2 hours. Parliamentary work when Parliament is in session—1 hour ; Protocol duties—1 hour ; file work, telegrams—any number of hours depending on volume and urgency of the work ; social activities—2 hours.

This make a long day and almost all serious reading (important reports and foreign journals) are kept for the night. This programme gives little time for recreation or hobbies. Perhaps, this is a pity.

(b) *Administration Division* : It is easy to use words like "bureaucracy," "red-tape," "top-heavy" whenever Administration is mentioned, but not much attempt is unfortunately made to understand and appreciate its nature. Without rules and regulations, there is utter chaos and anarchy and with rules and regulations there is bureaucracy which, unless intelligently curbed, may develop into an intolerable and meaningless maze. Wise and patient administrators try therefore not to bring in any new rule in haste but once it has been introduced after full and mature consid-

eration, they would be equally loath to have it changed or violated. The test always is to ask why is the rule necessary. What particular purpose does it serve? This is as true of the details of procedure, filing system and modes of correspondence, as of financial provisions, staff regulations and service rules and conditions. Young officers are encouraged to ask why particular rules exist and only by answering their questions satisfactorily can one hope to develop in them a respect for rules and discipline. If their questions cannot be answered satisfactorily, they lose interest in their work and come to treat the whole paraphernalia an elaborate and stupid ritual or simple mumbo-jumbo.

The principal items of work of the Administration Division are (1) recruitment, training, departmental examinations, rewards and punishment and discipline ; (2) salary and allowances of various types, medical treatment, accommodation, furnishing, maintenance, equipment, etc., (3) leave, transfer, personal advances to meet various contingencies ; (4) methods and organization of work ; (5) security ; (6) inspection ; (7) communications system—bags, telegrams, couriers, etc. ; (8) routine procedure, recording of all old files, maintenance of archives, etc. ; (9) service rules and conditions ; and (10) translation of foreign documents and interpretation facilities.

(c) *Publicity Division* : The main function of this Division is to keep our missions informed of public opinion on all important developments. It also supplies them with authentic texts of important documents, it has to undertake the daily service of news and views by Morse telegrams to a number of missions. It sends newspapers and books to our missions and interested organizations, etc. ; it arranges interviews for foreign journalists and others dealing with the different media of information. It has to hold regular press briefing. For proper publicity abroad, it has also to concern itself with the production of films, photographs, special articles and

features, radio and television work, etc.

(d) *Protocol Division* : Its principal work is to look after distinguished foreign visitors and the general welfare of the foreign missions in Delhi. It must ensure that foreign diplomats receive suitable accommodation, are given proper facilities for importing their requirements such as food, drinks, etc., from abroad, without payment of Customs Duties, and that foreign officials enjoy privileges and immunities which are internationally recognised or are agreed to by some special arrangement. It must arrange all official entertainment with their *niggly* but important details—invitations, seating arrangement, menus, etc., etc. It must also organize visits by distinguished Indians to foreign countries. It is also responsible for the preparation of a number of formal documents—full powers, credentials, etc. It sends special messages on birth, death, national events, calamities, etc. It looks after all official ceremonies and prepares programme for distinguished visitors, including visits to different places of interest in the country. It advises all foreign missions on all important problems touching on official entertainment or ceremonies.

(e) *Conference Division* : India's participation in various international organisations, selection of delegations, preparation of briefs, maintenance of records and discussion in these conferences are some of the major functions of this Division.

(f) *Legal and Treaties Division* must maintain all the legal documents and give advice on all legal problems. Some formal documents are drafted by this Division before they are passed on to Protocol.

(g) *Historical and Research Division* is mainly concerned with special studies and reports. They collect information from a variety of sources,

collate them and keep the senior officials of the Ministry currently informed of different aspects of an international problem. As its name implies, it is not concerned with the day-to-day decision on any problem but with giving a proper perspective to different problems in their historical setting.

(h) *Passport Division* deals with passports and visas and, to a lesser extent, naturalisation.

Apart from these well-defined duties there is a large amount of miscellaneous problems. The Foreign Secretary decides who and where such problems should be handled, e.g. Tourist Promotion.

A good record

In eleven years we have built, practically from next to nothing, both the Foreign Service and the Ministry of External Affairs. Today we have nearly sixty missions and the need for opening more increases every day. At times we have had failures, at other times, we have made mistakes, occasionally our officers and envoys have proved disappointing but it is fair to conclude that, if India's foreign policy has had a measure of success—nobody really denies it—some credit must go to the instrument through which that policy has been carried out—the Ministry of External Affairs. We are constantly trying to improve our methods of work and we learn through our past errors. But the future must rely on the character, values and intelligence of new people who come to serve in the Ministry. Just as the extent of our success depends essentially on the strength and development inside the country, even so the quality and performance of our foreign service officials will depend on the parents, schools and universities. We need the best and the problem always is how to attract and select them, and so to arrange their training that they may in turn give their best to the service of the country.

Service Stanzas

Ballad of changing times and unchanging days

Last night, good friends, a vision came to me.	He downed his pen and cried at close of day,
There the long Coast of Coromandel lay	"I have not finished yet. I never will."
Where foreigners had set their Company	On rolled the years. 'Twas India's apogee.
With cloths and chintz all in bright array.	Full Independence shed her golden ray.
I heard a voice. "Ho, Factor! Come and play	But little difference there seemed to be
"In the sweet evening when the air is chill."	For those who laboured in the Sirkar's pay.
But he within the office cried him nay ;	Still toiling, toiling on to nowhere, they—
"I have not finished yet. I never will."	Laden as Atlas, bowed as Ygdrasil—
Time seemed to shift. And now I thought to see	Could but reiterate in drear dismay,
A Heavenborn at his table going grey,	"I have not finished yet. I never will."
"Collector" called. With endless energy	Envoi
He wrote and wrote and strove to keep at bay	Nehru! Before us winds the weary way,
The mounting files. Yet ever to his tray	The thorny bush, the sky-ascending hill.
Came more and more and more of them until	Still hark to-day's Administrator say,
	"I have not finished yet. I never will."
	ADASTRA

BOOKS

BY

M. RUTHNASWAMY

For Students and Teachers of Public Administration

1. Some Influences that made the British Administrative System (obtainable from T. L. Society, Bishop's House, Tuticorin Rs. 10)
2. Principles and Practice of Public Administration in 3rd and revised edition (Central Book Depot, University Road, Allahabad).

The New Administration

S. Y. KRISHNASWAMY, I.C.S. (Retired)

The advent of a national Government was hailed with a certain restrained optimism by the senior administrators. Many of them felt that a new opportunity had been afforded to them for constructive service. During the days of the British regime they had enjoyed both power and prestige. But there had been very little developmental work. The brief period of Congress administration in some of the Provinces had shown that a great deal could be done. From the point of view of a modern community, practically no nation building had been undertaken by the British. Agriculture, transport, industry, trade, education, public health, none of these had been the primary concern of the Government. It was therefore natural that the administrators should have felt a surge of idealism at the chance to create a new order instead of maintaining an old one.

Two major faults

At the same time, many of them suffered from and exhibited two major faults. The first was a tendency to order rather than obey. Old ways die hard. It is doubtful if they did this intentionally, and very often, it was the way they went about a thing rather than what they did that caused friction. But several of the new ministers did feel that their secretaries had not shaken off the mantle of an earlier age.

The second was an under-current of contempt in their minds for the men who had come to power without adequate intellectual equipment. This was a great mistake on their part. It has largely died down, but secret echoes are still heard. In a democratic Government the politician becomes a minister as the representative of the people. He is not a specialist in any field. Indeed, it is dangerous for the minister to be a specialist. Nor need

he be a person of keen lawyer-like intellect, or a scholar or possess the acute bargaining sense of the businessman. The qualities that are required in him are moral rather than intellectual. Even in the advanced democracies, the men who have become Presidents and Prime Ministers have often been ordinary men, like Baldwin, Atlee and Truman, and they have given a good account of themselves. Their qualities have to be numbered in the negative, but the common man has felt equal with them, and has recognised in their qualities a kinship with his own. He could trust them because they acted as he would have acted. Several of the administrators in India did not appreciate the needlessness of eminence in a Minister. In the days of British rule, the men who occupied the pinnacle were senior administrators who had accumulated a vast store of experience and knowledge (and also several idiosyncracies) and who were looked up to by their subordinates. The distinction between policy and mere execution was thin. The senior civil servant did both. It is all the more to the discredit of the administrators that they did not hide their views about their new masters. They were garrulous and witty about their failings.

Jokes about ministers were the staple of civil service parties. This was especially so with respect to the Provincial Ministers, several of whom were small men by any standard. One Minister asked the radiologist at a hospital to repair his radio. Another wanted to know why they required a theatre in a hospital. A third objected to the purchase of Portland cement and suggested that they should buy only Indian cement. Some were pompous politicians, accustomed to spout vague generalities. One Minister was fond of saying that we should put our shoulders to the wheel, initiate

concrete proposals and achieve solid results. Another insisted on signing his name in the vernacular. He felt very patriotic on the subject. Many of the jokes about them reached their ears. There were men in the offices who saw to it that they did. And the message did not make for a more harmonious relationship.

Uneasy adjustment

It was really a time of uneasy adjustment, there was not much goodwill on either side. It was the work of the Government that suffered. In the earlier days decisions were taken at each stage of the official hierarchy. Some of the work would be disposed of at the Under Secretary's level, some at the Deputy Secretary's level, some at the Joint Secretary's level; so that by the time the secretary and the minister were reached, only the really important decisions would remain to be taken. This reduced the strain at the top and also avoided needless noting and explanatory memos. But the new ministers changed all that. They interfered at all levels. They did not support an independent decision taken by their subordinates. They repudiated commitments entered into as not having been made by them. This widened the rift between the permanent officials and the ministers, and the former developed the practice of getting ministerial approval for every little thing. That is the present state of affairs. Work has multiplied, and senior officers, instead of taking decisions on matters in respect of which policy has already been laid down, push files up to the ministers. This is extremely unsatisfactory and the result is that several officers have grown where one grew before.

In the districts another kind of difficulty arose. It has become the commonplace of District administration at the present time, but it was rather new when it commenced, i.e., the constant interference of the legislators and partymen in the day-to-day administration, including promotions,

transfers, the granting of permits and the like. On the last mentioned subject, in the field of the cinema and transport, for example, it is not unusual for pressure to be exerted from above, either indirectly or directly. The Chief Minister of one State, who unfortunately is no longer in power, with more vision than a sense of the "Zeitgeist," tried to prevent this kind of interference, but he failed.

In all these respects, there is a vital difference between India and Pakistan. During the days of undivided India, the Muslim officers and the Muslim League politicians were hand in glove. They both worked for the attainment of Pakistan. When Pakistan did come into existence, administration (to which some of the European officials were still attached) continued to run more smoothly than in India.

Protection of civil servants

One way in which the estrangement between the official class and the politicians has shown itself is in the readiness of the ministers to let down the permanent staff in Parliament. The proper relation between the two, in respect of Parliamentary protection, came up for discussion in the House of Commons, during the Critchell-Down affair. The Home Secretary then laid down the following principles :

(1) Where the Civil Servant carries out an explicit order by a minister, the minister must protect the Civil Servant concerned.

(2) Where a Civil Servant acts properly, in accordance with the policy laid down by the minister, the minister must equally protect and defend him.

(3) Where a Civil Servant makes a mistake, or causes some delay, but not on an important issue of policy, and not where a claim to individual rights is seriously involved, the minister acknowledges the mistake, and he accepts responsibility, although he is not personally involved.

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News and Notes

Private Enterprise

In the recent past some of the leaders connected with International Financial Organisations who visited our country took occasion to stress the important role of private enterprise in India. 'People' said Mr. Eugene Black, President of the World Bank 'must come to accept private enterprise not as a necessary evil, but as an affirmative good.' Similarly Dr. Erhard, the Minister for Economic Affairs, West Germany said that India can give greater scope and encouragement to private enterprise. The point is that the public sector by itself cannot meet fully the requirements of the people and hence it is better to encourage private enterprise which can effectively help the economic progress of the country. It has been observed that there is little room for argument that the private sector is more efficient than the public and this is another reason why the Government should help it in a more liberal measure. At present one of the greatest handicaps to private enterprise is attributed to the taxation system. Its consequences are said to be two-fold. Firstly, it tends to discourage initiative and secondly it scares away foreign capital. There is no denying the importance of foreign capital for our country and it follows therefore that anything which tends to obstruct the flow of foreign capital has to be eliminated. As regards taxation, a large bulk of businessmen hold the view that the taxation system needs urgent modification. A leading daily recently observed that if something is done by the Government to remove the complexities of the taxation system and encourage private enterprise it will be of the greatest benefit to the country.

Joint Management Councils

From the reports appearing in the press, one feels that the Joint Manage-

ment Councils which were started with great hopes have not come upto expectations. The Union Minister for Labour recently observed that of the thirty units which volunteered to enter the scheme to set up Joint Councils only a third have been able to accomplish anything. Knowledgeable observers say that this is not surprising because the conditions necessary for the success of such institutions do not exist in this country. In the first place there should be strong trade union organisations. Secondly, there should be trained people from these Union Organisations to man the Joint Councils. It is doubtful if these two requirements are available in our country. In Western countries the case is different. Education and training for leadership and office are provided by a variety of educational institutions and scholarships financed out of Trade Union Funds. The evening class which had educated labour in England is absent in India. Labour leaders and Trade Union leaders from the ranks of Labour are also not forthcoming in sufficient numbers. Many things seem necessary before Joint Councils can achieve a reasonable degree of success.

Confidential files

There is a growing volume of opinion among non-gazetted Government servants against the continuance of the system of confidential files. In many parts of India, Government spokesmen have however defended the system as tending to promote efficiency. Recently a 'Madras Daily' published a letter to the Editor which among other things observed :

"There is a three-fold objection to the continuance of the system of confidential entries. Firstly, such entries are not always the result of an objective measurement of the work of the affected individual. In the present set-up of the administration, which is a relic of the old British adminis-

tration, supplies and services play an important part at all levels, and human nature being what it is, subjective considerations of likes and dislikes and prejudices are likely to play an important part in the making of such entries. Secondly, this practice encourages both favouritism and toadyism of an undesirable variety in Government servants, making them to care more for the personal prejudices and predilections of their bosses than for the work on hand. Thirdly, the in-coming officer will, after perusing the confidential files, start with prejudices against some unfortunate subordinates who might not have really merited any adverse entry. If a subordinate is inefficient or insubordinate or incorrigible there are numerous open ways of dealing with him such as termination of probation, suspension and dismissal in the last resort. It is high time that this relic of the old bureaucracy disappears lock, stock and barrel."

Governor's role

Mr. V. P. Menon expressed the view recently that the Head of the State could play an important part in the field of administration. At present he said the position of the Governor has been reduced to that of a figurehead. It is always dangerous in administration he said to create functionaries without responsibility. At present the Governors are generally ignorant of day-to-day administrative problems. The Governor at any rate during his term of office is supposed to be a non-party man, a position enabling him to ascertain not only the views of the congress but also the reactions of the other parties in the State. He should thus be a valuable asset to his own Ministry. A well-informed Governor can also be a stabilising factor so far as the services are concerned, he added.

Advice to police

"Law and Order is the first requirement of every country without which

no country can progress. We are, at present, engaged in building a new age of prosperity. Our progress depends on internal security wherein the duty of Police is very important." Observed the Governor of Rajasthan at the State's Police Meet. The field of security is vast and it is the function of Police to suppress anti-social elements. Prevention of crimes is as important as their detection, This work is now becoming more and more scientific and technical. To serve others is your primary duty, he said. Before independence, there was a gulf between the common citizens and the police, but this has now disappeared. The responsibilities of the police have increased in free India and therefore the police should help the people in solving their problems with sympathy and spirit of service. Real efficiency lies in public service and in securing the confidence and co-operation of the public.

Mobile medical camps in Rajasthan

The eye and surgical camps which are being organised in Rajasthan by the State Mobile Surgical Unit, are proving a boon to the rural people. Over sixteen million people are living in 1.32 lakh sq. miles in Rajasthan; the density of population per sq. mile being 121. 80% of this population lives in the rural areas. There are only thirteen towns in Rajasthan having a population of thirty thousands and over. In rural areas amenities such as roads, electricity, filtered water supply and the like are absent. Thus there is no attraction for the private practitioner to settle in the rural areas. So in 1955-56, the State Government sanctioned the establishment of a mobile surgical unit consisting of a part-time Superintendent with other necessary staff. This unit is also reinforced by technical staff from hospitals for short intervals of time whenever required.

Essence of Democracy

Madras Education Minister, Mr. C. Subramaniam advised young men to

understand the implications of democracy and learn to adopt the democratic way of life in their day-to-day affairs; then only would democracy be safe in the country. Addressing the Pachaiyappa's College Union on "Democracy and its needs," he said the essence of democracy was that once a decision was taken by a majority on any matter, they should all learn to abide by it whether they liked it or not. They might agitate to get the decision changed. One important aspect of democracy was there could be no scope for violence in trying to get decisions changed. In pointing out what they believed to be wrong, they should not commit wrongs. Democracy and democratic way of life required self-restraint, self-discipline and tolerance of the opposite point of view based on mutual respect, regard and love towards everybody. Self-praise or self-glorification was not the democratic way of life.

Slum improvement

Slums are an ugly feature in almost all the cities in India. Even during the British period the existence of these slums was pointed out as one of the weak spots of the country. Cold weather tourists, Commercial travellers, Business adventurers and periodical visitors, all turned their searchlight on these slums and expatiated on the harmful consequences that flowed from them both socially and economically. Nevertheless little was done by the Government of the day at least to mitigate this evil. The prospects of ending these slums showed signs of materialising only after the advent of Independence. After the enunciation of the socialistic pattern as our goal this move against the slums gathered definite momentum and already in many states a good beginning has been made. In Madras recently a 354 house colony a little away from the city was recently opened by the Chief Minister for slum dwellers. This has been done to liquidate an extensive slum in the heart of the city. In connection with the

opening of the new colony the Mayor Mrs. Tara Cherian referred to two difficulties in the way of closing down the slums. One is the rooted instinct of the people to remain in their old places and the other is the unwillingness of the Government to compel the people to move out. But one of the fundamental conditions that was responsible for the rise of slums within a city limit is ceasing to exist. Till recently the work spots of many of the slum dwellers were within the city and they preferred to remain near their workspots. Now Industrial areas are fast developing in the suburbs of cities and there is no need for slum dwellers to remain in congested and insanitary areas with possible danger to their health. The complete eradication of the slums will give rich dividends both socially and economically and by the time this objective is attained we will have made a considerable stride towards the Welfare State ideal.

Tanks repair

It is in the news that not less than 25,000 minor irrigation tanks would be taken up for repairs during the next five years. This is certainly a commendable step. Till the recent past we have been thinking in terms of big projects bringing under the plough tens of thousands of acres. But the drawback with these is that it takes time for them to yield results. This is not however the case with tanks. Their renovation would bring quicker results and with less cost. From the hoary past our country has been noted for its tank irrigation. This source has been the mainstay of agriculture in many parts of the country. In the south we have heard of kings and zamindars endowing tanks for the benefit of the community. Tanks have proved an effective bulwark during monsoon failures. During the British period however this source of irrigation did not receive adequate attention. Kudimaramat work which represented the corporate effort of the village community during the Hindu and Muslim period lost much of its

significance. Many of the tanks became silted up. Their ayacuts consequently became reduced and the cumulative reduction affected food production to a material extent. The present move to renovate 25,000 tanks therefore comes not too late. It has a two-fold advantage. Renovation of tanks would considerably increase their ayacuts with prospects of a substantial increase in food production. Secondly it would remedy rural unemployment to some extent. The strongest point to be remembered in this connection is that these benefits are achieved at a very economic cost.

Reliance on Government

Recently the Madras Chief Minister deplored the tendency of people to look to the Government for every thing. He said that social workers should make it a point to instil in the minds of the people self-reliance. The tendency on the part of the people to look up to the Government is a legacy of the past. Under the foreign rule the Government alone decided what the people wanted. Naturally therefore the people looked upon the Government to do what they needed losing consequently their initiative and self-reliance. Mahatma Gandhi significantly observed once that what the Indian Villager wanted was not help

but self-help. This is an axiomatic truth. Democracy cannot succeed unless the people develop initiative and self-reliance and co-operate with the Government in all welfare measures.

Quick disposal of business

Mr. C. Achutha Menon, Finance Minister, Kerala, recently suggested the formation of "cells" in all Government offices to discuss and dispose of matters effectively and quickly in the offices. He said if the staff in these took the initiative in this direction, he was sure the Heads of Departments would not stand in their way. If there were any difficulties, the Government would try to rectify them, he said. The Finance Minister humourously remarked that these should not be misinterpreted as Communist cells. These would be on the lines of "Planning Cells." Mr. Menon told Government employees that the Government's aim was to have "contented services" and assured them that it would do everything possible in that direction. At the same time, he reminded them, while they had every right to voice their grievances and fight for their rights, they should also be alive to their duties and responsibilities to the public.

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assumption of control, the various enterprises constituting the Simpson Group have made giant strides, necessitating their expansion to colossal proportions. These enterprises include Addison & Co., Addisons Paints and Chemicals, Amco Batteries, Associated Printers, Associated publishers, George Oakes, Higginbothams, India Pistons, Speed-A-way, Sri Rama Vilas Service, and the Wheel and Rim Company of India.

Today the Simpsons Group wields a powerful place in the industrial world of India. For this not a little credit is due to Mr. Anantharamakrishnan's abundant drive, keen business acumen and perseverance.

Portrait of a Businessman



One of the signs of an industrial civilisation is the enormous social prestige and significance of the personality of the entrepreneur and the Business executive. In a primitive society the production of wealth has only a personal significance : a modern society, on the other hand recognises the social and national importance of Business and awards the Businessman a very high place in the social spectrum.

Nothing so far as India is concerned illustrates this essential mutation in the social values of Business as the rise of a band of Businessmen who brings to the task of national development some of the best executive and managerial skills. A whole history of the industrial progress of India could be written from the lives and work of these men.

The story of India's "managerial revolution" has yet to be told, but if it comes to be written the story of Simpsons and the work of Mr. Anantharamakrishnan would form an interesting chapter.

Mr. Anantharamakrishnan's career does not exactly conform to the "office boy to president" pattern but nevertheless is the story of distinction and reward following close upon hard work and integrity.

Born in 1904, he joined Simpson and Co. as Secretary in 1930. In 1939 he became Director and later Chairman. Since his

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State Trading in Foodgrains

S. NARAYANASWAMY

The news that the State Trading Corporation will take over trading in foodgrains was received by a section of the public with a great deal of secret or rather unproclaimed misgiving: by a small section with the relief based on the conviction perhaps that exploitation would be eliminated and prices of foodgrains brought down; and by the foodgrain trade with understandable anxiety that here was perhaps another of those socialised devices, that have a habit of disemploying a large number of experienced traders as has happened in several import trades and in their places employ a few amateurs under official auspices that learn sooner to evolve into yet one more bureaucratic enclave, rather than to handle a trade to consumer's satisfaction.

The foodgrain headache has undoubtedly been with us very long. Parliament's loss of patience with existing channels of trade in foodgrains is to be sympathised with, though perhaps their remedy may look naive, if not quite doctrinaire. More than once in our rugged Peninsula's story has the psychology of shortage, rather than the physical statistical fact of shortage in foodgrain supply, been shamefully exploited—present situation not excepted. In fact the years of World War II were a paradise in price levels compared to the present. It is common knowledge that the prevailing price levels of representative articles of basic consumption are a few times the 1943/1946 prices. It would however be a grievous error to lay the blame for this on the trade entirely—with the high-tide of inflation in everything (the building material costs provide a melancholy if extreme example) engulfing the consumer wherever that harried person, whose cause no brass-throated trade union leader ever espoused, turned for succour. We have had news this week (first week of

December) that foodgrain crops are bumper all over the country. One hopes that the New Delhi statistical compilation under this head is correct. It seems far more important today to give full publicity to plenitude rather than to scarcity, though our newspapers seem to be fond of featuring news that generates jitters rather than jubilation. The only way of keeping prices down is to see that remote corners of the country hear about plenty being available, where in fact they are, in order to prevent ignorance being exploited—particularly in foodgrains.

The State Trading Corporation

The State Trading Corporation has been in existence for about three years now. It was started—at any rate so Parliament was told—with the object of conducting trade with Iron Curtain countries at state-to-state level. Today it purports to handle internal cement trade in India—by trousering unearned commissions. It has developed a nose of import trades that paid private importers in past years and causes licences to be issued to itself; and curiously in respect of these articles, the ultimate consumer pays no lower prices than he did before. A new class of intermediaries has developed—a class largely consisting of persons that were not guilty of handling these goods before. Being lines of import that have no ceilings fixed by statute, these persons are able to auction the goods to the needy and pocket large profits. What is the social purpose served by the State Trading Corporation taking over such import trades except that those that have been chosen to handle the retailing of these goods are getting all the thrill of tasting the heady wine of copious and unexpected profits? In fact, it would be an interesting subject for reasearch, how much of the profit so made by these retailers

is free of income and sales taxes. That such situations were common in periods of scarcity, is not a justification for their continuance under the auspices of the first socialised trading institution in India.

This is not the only reason for challenging the credentials of the State Trading Corporation to handle the foodgrain trade. Export of the articles for which the State Trading Corporation secured a statutory monopoly, like iron ore and their participation in a large way in the manganese ore trade, have left a trail of bitterness behind in the concerned mining industries and in the trades concerned. Manganese exports have come to a standstill and the world markets seem to have developed a strong distaste for Indian manganese—and our manganese ore is today wanted at prices that render their mining, rail-carrying and shipping uneconomic. In the iron ore trade, which only the State Trading Corporation has carried on, we seem to have got the raspberry from our far-eastern neighbour—Japan. The tale of our shoe export to the Soviet Union was a grim one—and even the fact that the State Trading Corporation is a maiden effort at socialisation of organized trades, did not apparently make its initial shoe shipments acceptable to a country, whose people have by all accounts, been for decades, strangers to refinements in footwear.

Can S.T.C. do the job?

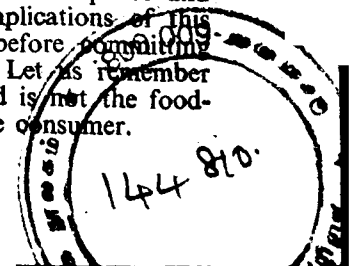
The question now is: should the country entrust to this organisation the wholesale buying and distribution of foodgrains? First and foremost is the informality and speed that now characterises the private trade in foodgrains—starting from the landlord's threshing floor, through the rice-miller's yard, to the wholesale and retail channels. The volume and value of commodities involved are staggering, in comparison with anything that has ever been handled before by the State Trading Corporation. The financial implications are large. The centralised accounting, the storing and prevention of deterioration, the possible delays in decision taking, or waiting for green lights from a multiplicity of

officials in a cumbrous hierarchy, movement delays which in at least one instance in the past, resulted in a steamer chartered by the State Trading Corporation leaving port without carrying the ore it was scheduled to carry; and bottlenecks caused by that ubiquitous tyrant, the red-tape obsessed "concerned clerk," can easily add to the risks of state trading in a commodity of universal consumption like foodgrains. Parkinson's Law will operate to swell the Secretariat well beyond private sector notions of manpower requirements. On top of all these disturbing implications, what are the chances of foodgrains being sold cheaper than now to the consumer? Will State Trading Corporation be the retail distributors or will they again select persons, unencumbered by previous experience or knowledge of the foodgrain trade? These are all questions that arise even out of a casual appraisal of the size and financial involvements of the foodgrain trade, the basic character of the commodity sought to be handled, the need to make available food articles at reasonable prices *whenever needed* to the consumer public and the State Trading Corporation's credentials for handling this trade, as revealed by their past performance in other trades.

The consumer has no special affection for the private sector merchant in foodgrains, certainly not after the steadily mounting prices he has paid to the merchant for everything. But he is justifiably concerned to know if this new idea of state trading will not put him in a straight jacket; that it just won't be a fall from the frying pan into the fire. Even the most seasoned of our socialists cannot say that, the State Trading Corporation, about which consumer disillusionment has been so severe, will ensure a remedy that is not worse than the disease.

Pause and examine

Will State Governments pause and examine the full implications of this far-reaching move before committing the country to it? Let us remember the person ransomed is not the foodgrain trader, but the consumer.



Portrait of a Public Servant



J. L. P. Shenoy was born on 29th October 1907 of a middle class family belonging to the famous Mangalore Catholic community. After passing the Intermediate examination of the Madras University he left for England to prepare for the open Competitive Examination for entry into the Indian Civil Service. He took the B. Sc. Honours of the London University and entered the Inner Temple to become a Barrister-at-Law. He passed into the I. C. S. in 1929 standing as the second Indian in the list. He started his career in the I. C. S. as an Assistant Collector in the Madras Presidency as the Madras State then was. His outstanding quality as an organiser was soon discovered and in 1934 he was appointed Commissioner of the Municipality of Madurai the second city in the Presidency. Efficiency and drive made him respected by the Municipal Councillors headed by a Congress-party leader of the city and popular among

the rate-payers who saw that he gave an adequate return for their money. His drive was illustrated in his successful removal of street-encroachments in the early hours of one memorable morning. His love for Madurai was shown also in the Guide Book he wrote "Madurai the Temple city". His next office was that of Finance Secretary (1940-1943) in the Madras Secretariat. But his success in Madurai predestined him to the Commissioner-ship of the premier Corporation of the city of Madras where Shenoy Nagar and the Shenoy Stadium are monuments of his successful administration in Madras. His reputation took him to New Delhi as Joint Secretary in the Defence Department. But a Secretariat cannot keep an organiser of Mr. Shenoy's quality long and he was lent (1949-1954) to the newly founded State undertaking in transport of the Bombay Government. The enormous capital expansion of electric supply and buses financed from internal resources and profits attest his success in business. Transferred in 1954 to the new State of Andhra Pradesh he retired before his time from the I. C. S. He joined private industry as Director of Amalgamations Ltd. (1955-1956) and the Great Eastern (Public) Ltd. Company, Bombay which could not keep him long. The Damodar Valley Corporation which was on the look-out for a Managing Director who would see it through its teething stage has found in his appointment in April 1958 the man who will make a success of this great national enterprise.

(Continued from page 36)

in two or three centres may be started and then further action taken after assessing the results achieved.

cultural land in Eastern Uttar Pradesh through the power that will be used for pumping water from about 4,000 tube-wells.

A cheque for Rs. 1.9 crores for the Rihand Valley Development Project was handed over to Shri A. K. Roy, Secretary, Ministry of Finance by the Director of the U.S. Technical Co-operation Mission in India. When completed, the Rihand River Valley Project will make possible the irrigation of 1,400,000 acres of agri-

A Municipal Workers Welfare Centre was inaugurated at Udaipur recently. The Centre would provide recreational facilities such as light-reading material and indoor games to the municipal workers and their families. A free dispensary for the benefit of the workers, is also attached to the Centre.

JL
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A Collector's Code of Maxims

During the latter part of the 19th century, the Collectors functioned like the head of a joint family. The rule of the district was intensely personal, the Collector being motivated by a spirit of service. The system of Government was known as *ma-bap Government*. He held the scales even between different communities, arbitrated in private quarrels, sanctioned roads and tanks on the spot without any of the formalities of official routine and when he camped in the villages in his improvised tent he made close study of village conditions, their needs, their problems and thought out plans and schemes for promoting their welfare. Work was worship to him and during the time of natural calamities like flood, famine or epidemics like plague or cholera he did marvellous work ignoring his personal comforts and suffering privations. One should visit a district at the time of a natural calamity to estimate the magnitude of the work done by the Collector and his self-denying services, said a distinguished visitor to this country in the nineties of the last century. Similarly a former Prince of Wales while addressing the Civil Service Club in England in the thirties of the present century observed that when the story of British rule in India came to be written in a complete form the work done by European Civilians far away from their homes in inaccessible places devoid of elementary comforts or amenities, might form one of its brightest chapters. Here is a code of maxims drawn up by a Collector for himself. This gives an insight into the man and his work. This code is suitable not only for District officers but for every administrator both in the public and private sector.

1. *Be courteous and tactful:* Remember that in India it does not matter so much what you do as how you do it, and that nowhere are the people more sensitive to a slight or

more appreciative of a kind word or a friendly gesture. The contentedness of a district depends more on the behaviour of its officers than all logical reasons in the world.

2. *Praise as well as blame:* Censure your subordinate when he does badly by all means, but do not forget to praise him when he does well. Censure may check his faults, but praise will stimulate his virtue.

3. *Do not think yours is the only way:* When you arrive in a new district do not assume that your predecessor was an idiot because his methods were different from yours. Leave his arrangements alone for atleast three months. Do not thrust your views on your subordinates. They will do far better if allowed to develop their own. There are many ways of effecting the same thing and yours is not the only way.

4. *Remember the human element:* To be successful a scheme must not only be good in itself but within the comprehension and power of those who have to work it. An elaborate machine cannot be run by an unskilled mechanic. So when you make your plans, remember the kind of men who will have to carry them out. Do not credit a Rs. 5 man with a Rs. 100 brain.

5. *Get things done:* Do not imagine that your orders will carry themselves out. When you have given the order you have only just begun. Call for a compliance report. If that is not enough, give the slacker no peace of mind till he realises that compliance with the original order will mean less trouble. Avoid too many general orders. Your subordinate will not remember them and you will not have the time to enforce them.

6. *Do not do other peoples work:* Do not pat yourself on the back for doing everybody else's work because

you can do it better yourself. You will find you have no time left for your own. Your job is to make your subordinates work and not do the work for them. Why should you get a superior officer's pay for doing a subordinate's work.

7. *Keep the rules as a rule:* Though great men are not the slaves of rules, the mere breaking of rules does not constitute greatness. The greatness consists in knowing when

to break rules. To break a rule unnecessarily is to cause trouble to yourself and others.

8. *Have a sense of humour:* This above all things. Nowhere you need this saving grace so much. If superior authority directs you to do what you consider moonshine, if your plans have the contrast effect to what you intended if the worst motives are attributed to your finest deeds, laugh. If you do not, you will go mad.

(Continued from page 3)

village and the Central Government to give knotted and gnarled strength to the tree of Indian Political Organisation. In the gap between villages and the capital, the foreign invader found an easy road to conquest. District Boards, reformed no doubt, would give that strength to Indian political life. There is yet another argument in favour of District Boards. The retention of municipalities while District Boards are abolished would give a bias and overweight to towns which should be avoided in a country where 90% of the population live in rural parts.

* * * *

Speeding up Primary Education in Madras

It is an interesting experiment that the Madras Government has initiated with a view to extending primary education in the State. This is by rallying the support, even the financial support of the people of the village, towards the establishment and maintenance of new schools. The Minister for Education and the Director of

Public Instruction have toured from the beginning of this year holding meetings and conferences of villages and appealing to them for moral and financial co-operation with Government. We are told in the interesting report "Harnessing Community Efforts for Education" that village communities in Chingleput, Tinnevely, South Arcot, Salem have come forward to donate the cost of buildings, furniture, equipment, libraries. If this movement spreads all over the district the target fixed in one of the Directives of State Policy contained in the Constitution should be reached in 10 to 15 years. If Government will respond by adequate supplementary financial assistance the rate of progress of primary education in the State could be accelerated at a rapid speed. The Minister has already announced in the Legislative Council one such form of assistance by the building of decent residence for the teacher. And if they could by this offer get teachers with educated wives to staff their village schools, they could solve the problem of finding teachers for village schools more economically than otherwise.

The Damodar Valley Corporation—

“A joint enterprise by three Governments”

C. BALAN

Public Corporations we have by the dozen nowadays; they are no longer a novel feature of our administration. But in the DVC we have a Corporation with a difference, and that is what entitles it to special mention.

Unique features

It is an autonomous Corporation born of an Act of Parliament—to be precise, born of the DVC Act of July 1948. It is not, as is commonly the case, a Corporation managed by, or subordinate to, either the Central Government or a State Government; it is, instead, a joint enterprise by three governments in partnership.

In the second place, it is a Corporation with its operational area not confined to one state, as is usually the case, but extending over two states; the Damodar Valley, the scene of its operations, runs over South-Bihar and South-West Bengal. As is perhaps natural in the context of the inter-governmental partnership that brought it into being, the Corporation is manned, in part, by officers drawn from both the Bihar and the Bengal Governments, as well as the Government of India. This composite character of the personnel has, desirably enough, promoted a cosmopolitan atmosphere akin to that prevalent in the Government of India's secretariat, and this highly desirable cosmopolitan complexion of the staff of the Corporation is heightened by the fact that Corporation personnel include officers drawn from all parts of India. To give but one example, the Secretary (the chief executive officer of the Corporation) was at one time a Punjabi in the IAS cadre of Madhya Pradesh! There is perhaps more humour than logic in the purely fortuitous circumstance that a multi-purpose project

should be administered and executed by a multi-provincial and multi-lingual group of administrators and specialists! And the wonder is that when such a heterogeneous crowd rubs shoulders under a common roof, there is so much of fraternity and so little of friction!

Thirdly, the Corporation administers a multi-purpose scheme, not a scheme designed to secure a single object or two, however worth while. The scheme for the development of the Damodar Valley which the Corporation administers is designed to secure, in the words of the Act—

(a) the promotion and operation of schemes for irrigation, water supply and drainage,

(b) the promotion and operation of schemes for the generation, transmission and distribution of electrical energy, both hydro-electric and thermal,

(c) the promotion and operation of schemes for flood control in the Damodar river and its tributaries and the channels, if any, excavated by the Corporation in connection with the scheme and for the improvement of flow conditions in the Hooghly river,

(d) the promotion and control of navigation in the Damodar river and its tributaries and channels, if any,

(e) the promotion of afforestation and control of soil erosion in the Damodar Valley, and

(f) the promotion of public health and the agricultural, industrial, economic and general well-being in the Damodar Valley and its area of operation.

There are other river water schemes in the country but with this essential difference: while their object is solely the utilisation of the waters of one or

more rivers, the Damodar Valley Project, as its name implies, is for the many-sided development of a whole river valley, and not for the mere utilisation of the waters of the Damodar river and its tributaries. It is in fact this distinction that gives the DVC its unique character. Other schemes in the country usually aim at power generation and irrigation and little else; such diverse and disparate objects as navigation and soil conservation do not find a place in them, nor, for that matter, do the various objects included in the scheme spring as subsidiaries to the main object which, as in the case of the DVC, seeks a negative gain like flood control or immunity from floods. It is significant that the DVC Act has laid down “the development of the Damodar Valley” as its aim, and, as is obvious, that aim is of an all-embracing nature, with the utilisation of the waters of the Damodar river system forming but a part.

Executive set-up

So much about the unique character of the Damodar Valley Corporation; now, what of its executive set-up? In its early stages, that is, before the passing of the DVC Act of 1948, the scheme was in the hands of a senior civilian designated as Administrator. When the Act came into existence, the Administrator gave place to a Corporation composed of three wholetime members, one of them designated as Chairman. The Chairman exercised general overall control over the administrative machinery, and functioned as the chief liaison with the Central and the two State Governments. The Corporation was assisted by a Secretary in the role of chief executive officer and by a Financial Adviser, both of whom were appointed by the Central Government. The Chairman and the two other members were also to be nominated by the Central Government, “after consultation with the Provincial Governments,” as laid down by the Act.

Such was the set-up for nearly ten

years. In April this year the Corporation underwent a substantial change. The DVC Act was amended to provide for the appointment of members on a part-time basis also, and not merely wholetime, as hitherto; and following the amendment, a whole-time Chairman, and two part-time Members to represent the Governments of Bihar and West Bengal, were brought in, all of them Indian civil servants. A new high-powered I.C.S. Secretary was appointed a couple of months earlier. In its early stages, the Corporation had a civilian Chairman, and a scientist and a lawyer-turned-politician as members, with an agronomist as Secretary. Incumbents of the post of Financial Adviser have always been members of the Indian Audit and Accounts Service.

The Secretary is assisted by a team of Secretariat officers with varying designations—Joint Secretary, Deputy Secretaries, Under Secretaries and a few Assistant Secretaries, followed by a band of Administrative Officers to supervise the work of the clerical personnel. The Secretary exercises control over the various heads of departments, e.g., the Chief Engineer, who heads the civil engineering side, with two deputies, the Chief Electrical Engineer who heads the Electrical Department with an Additional Chief and two deputies, the Chief Accounts Officer, the Chief Medical Officer, the Chief Information Officer, the Controller of Purchase and Stores, and the Director of Personnel, who is also ex-officio Deputy Secretary. All the above heads of departments function in Calcutta except the Chief Engineer, who is stationed at the Maithon Dam. And there are the Directors of Rehabilitation and Soil Conservation stationed at Hazaribagh. This staff set-up may have varied somewhat from time to time, but has remained substantially the same over the years.

The Chief Engineer on the civil engineering side, who has control of the dams and the barrage-and-irri-

gation project, is an American—a flood control specialist from the TVA—and has been with the Corporation since December, 1950. The Chief Electrical Engineer and other heads of departments are all Indians.

The Corporation has its headquarters in Calcutta from which the nearest major project, the Durgapur barrage which feeds the irrigation-cum-navigation canal system, is about 115 miles. The Chief Engineer's deputy for dams is stationed along with him at the Maithom dam, while his other deputy in charge of barrage and irrigation-cum-navigation project is at the headquarters in Calcutta. The Chief Electrical Engineer and the Additional Chief Electrical Engineer are both in Calcutta, assisted by a deputy in charge of administration; there is another deputy at Maithom in charge of Transmission. A Commercial Engineer at the headquarters looks after the sales of electrical energy and the conclusion of agreements therefor with the more important consumers. Incidentally, under the Act, no sale of electrical energy "shall, except with the permission of the Provincial Government concerned, be made to any consumer requiring supply at a pressure of lower than 30,000 volts." In practice, this means that the retail distribution at a lower voltage of electrical energy generated by the Corporation's power stations cannot be done through the agency of its Electrical Department; it has to be left to the State Government of the area concerned who takes over power in bulk and distributes it through the agency of its own Electrical Department.

Finance

The first pre-requisite for the launching of a vast multi-purpose scheme is the availability of capital and its continued flow to meet the expenditure involved in proceeding with the projects included in the scheme; how has this been ensured? Under Section 30 of the Act, "The Participating

Governments shall.....provide the entire capital required by the Corporation for the completion of any project undertaken by it" and, under Section 31, "each Participating Government shall provide its share of the capital on the dates specified by the Corporation and, if any Government fails to provide such share on such dates the Corporation may raise loan to make up the deficit at the cost of the Government concerned." Thus, the Act makes the provision of capital by the Participating Governments on the due dates imperative, and empowers the Corporation to make up the deficit of capital on account of the share due from a defaulting Government by raising a loan in the open market at the cost of the Government concerned—an unusual power, indeed! In addition, Section 42 of the Act lays down that "the Corporation may, with the approval of the Central Government, borrow money in the open market or otherwise for the purposes of carrying out its functions under this Act."

The provision of funds by the Participating Governments and the expenditure on the execution of the scheme from year to year calls for careful budgeting; what does the Act say on the point? Under Section 44, the Corporation "shall in October each year prepare.....a budget for the next financial year showing the estimated receipts and expenditure and the amounts which would be required from each of the three Participating Governments during that financial year" and that "printed copies of the budget shall be made available to each of the three Participating Governments by the 15th day of November each year." The Section goes on to add that "the budget shall be laid before the Central and the Provincial Legislatures concerned as soon as may be after it is prepared."

But the budget is not the only thing that calls for submission every year. There is the Annual Report, and Section 45 of the Act lays down that the

Corporation "shall prepare.....an annual report within six months after the end of each financial year giving a true and faithful account of its activities during the previous financial year" and that printed copies "shall be made available to each of the three Participating Governments by the 15th day of October each year." It is also laid down that "the Annual report shall be laid before the Central and the provincial legislatures concerned as soon as may be after it is prepared."

The Act provides for Accounts and Audit also; Section 47 states that the accounts of the Corporation shall be "maintained and audited.....in consultation with the Auditor General of India....."

D.V.C. and Union Government

How does the Corporation stand in relation to the Central Government? It is laid down in Section 48 that "in discharge of its functions the

Corporation shall be guided by such instructions on questions of policy as may be given to it by the Central Government." It follows that, in its day-to-day administration, the Corporation will not come in for any interference from the Central Government. In other words, in regard to questions other than those of policy, it is entitled to a certain measure of administrative autonomy. Now, what happens when a dispute arises between the Corporation and one of the Participating Governments, including the Central Government? While in any dispute as to whether a question is, or is not, a question of policy "the decision of the Central Government shall be final," any dispute "regarding any matters covered by this Act or touching or arising out of it shall be referred to an arbitrator, who shall be appointed by the Chief Justice of India" and "the decision of the arbitrator shall be final and binding on the parties."

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(4) Where action has been taken by the Civil Servant of which the minister disapproves, and has no prior knowledge, and the conduct of the official is reprehensible, then there is no obligation on the minister to endorse what he believes to be wrong or to defend what are clearly shown to be the errors of his officers. But, of course, he remains constitutionally responsible for the fact that something has gone wrong, and he alone can tell Parliament what has occurred, and render an account of his stewardship.

These are sound principles. But in recent years, there has been a spate of questions about officials in the Indian Parliament. Some have been legitimate, but several have been vindictive, and the supplementaries have established beyond doubt the desire of the members for a Roman holiday. Except where the "King's Friends" have been concerned, when the prestige of the Prime Minister has been

invoked to stifle any nonsense, in other cases the Ministers have shown a readiness to sacrifice the officials. The real reason for this is the still persisting psychological estrangement, which is a legacy of the old regime.

One sees no hope for a sound and straightforward administration unless this mental animosity is destroyed. All other measures will help, but the Minister must protect his officers except in cases of established fraud. The readiness with which enquiries are promised and ordered is a sad thing. It shows that the politicians have not realized the importance of a loyal executive. The anxiety to "book" the staff is not the best way of achieving administrative success. How long can the country be governed with the help of an executive whose main feeling is one of fear? It is strange that this aspect of the matter has not struck those in power.

Government by the Army

An Administrative View-point

Stratocracy or Government by the army is increasingly in the news. Of all forms of Government, Stratocracy is perhaps the most obscure in political theory and yet the most decisive in history. One has only to visualise the Victorious Roman General, Julius Cæsar, defying the Republic and crossing the rubicon or the Prætorian Guards of Imperial Rome leading palace revolt after revolt so that revolt seemed but a periodical military exercise or the "Little Corporal" riding on the crest of the French Revolution to glory, conquest and exile to realise how large a part of human history has been shaped by the discontents and ambitions of professional soldiers.

Military Governments, everywhere and at all times, bear some essential family traits. They owe their origin to the same sorry set of circumstances and they play the same role of Nemesis in the affairs of weak and corrupt governments. The Stratocrats themselves display the same features—that penchant for discipline, their incapacity for idealism, that impatience with forms and procedures, their perpetual itch to tread on someone else's toes, that love of the balcony, that idealisation of the steamroller and that final rhetorical self-justification that they have come to clean up the Augean Stables, to save democracy and not to kill it.

It is strange that in the universally accepted divisions of Government, the army has no place. It is neither one of the estates nor one of the main divisions of authority. Constitutional theorists, busy with formulating legal guarantees and procedures seem to have forgotten that the soldier's sword has been through the ages more powerful than the politician's pen and that modern progress in the arts of communication has increased the army's mobility to the extent that it is possible

today for a commander to assemble his troops and lead a successful insurrection against established authority within the space of just six hours. The cycle of mis-government and stratocracy is, however, a human and not a constitutional problem. For of all the arms of Government, the army is the most sensitive to misrule. This results not merely from its consciousness that supreme power is always within its grasp but also the concomitant contempt for those who are unable to wield it. The army's contempt for a corrupt civil authority can best be compared to that of a spirited steed for an inept rider.

A Stratocracy always enjoys a few apologists who invoke that old political fallacy that a Government is to be judged by what it does and not by what it is. The habit of justifying events by their results shows a disreputable ignorance of the elements of logical thinking. The successful exercise of power certainly does not provide a cover for those who have seized it wrongly just as the expenditure of money on charitable purposes would not condone the act of acquiring it through doubtful means. A comparison between Stratocracy and Democracy as rival forms of Government does not arise at all for Stratocracy is just no form of legal Government at all: it is at the most a state of bastard-Government, a state which indicates the absence or impossibility of a legal Government. Even as an instrument of political change, it is perhaps the lowest form known to history. It lacks the tempestuous glory and urgency of a revolution or even the purposefulness and idealism of a rebellion. Even as a form of administration, it is the least desirable for it suspends not merely the Constitution but also Constitutional progress: it abolishes not merely poli-

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Productivity in Indian Industry

Significant progress in production through the application of Statistical Quality Control (SQC) techniques has been reported in the case of several Indian industries.

Quality control is intimately related to standardisation. The Second Five-Year Plan has laid stress on standardisation. "With the large expansion of domestic production contemplated in the Second Plan, standardisation will promote greater understanding and confidence between buyers and suppliers of industrial products both within the country and in foreign markets." Without standardisation modern methods of mass production would have been impossible. Corresponding parts, instead of being interchangeable, would have to be selected or 'tailored' for each assembly separately. Cost of manufacture would be several-fold what it is under conditions of mass production. In order to ensure interchangeability of parts it is not necessary to have the dimensions of different parts identical. A certain amount of variability is permissible and hence specifications usually take the form of tolerance limits between which the dimension in question must lie. The important thing is to fix these tolerance limits on all quality characteristics taking full account of the peculiarities of available raw materials, equipment and other resources and to arrange the manufacturing process in such a manner as to maintain the required quality. Thus standardisation and quality control are closely related. Without quality control standardisation ceases to be effective.

S. Q. C.

Statistical Quality Control is a group of techniques which, when applied to the collection and analysis of manufacturing data, provides a scientific guide for the achievement of better economic quality. Briefly stated, every manufacturing process exhibits

variability. The technique consists in tracing out the variations in a particular production process, in analysing them and in taking proper action as indicated from the analysis. S.Q.C. gives the method by which measurements on periodic samples of the product provide a clue as to its capability of the process and the evidence of impending changes so that corrective action can be taken in time. Such corrective action, if taken in time, results in savings, less scrap, less re-work, more efficient use of machinery and trained personnel, better and more practical specifications, more uniform quality of product and so on.

The S.Q.C. movement in India has benefited from the association of well-known foreign experts whose services are secured under various international technical collaboration schemes. For some months past, Dr. William R. Pabst, United Nations' expert, has been studying the progress of S.Q.C. in India. Dr. Pabst has visited approximately 100 companies—large and small—throughout the country and these are some of the highlights in the progress of S.Q.C. which he has recorded.

Practical results

A plant-wide application of S.Q.C. in the sewing machine industry has helped to save 10 to 20 per cent re-work and raised productivity by more than 10 per cent. In the radio manufacturing industry quality control has helped to establish manufacturing and performing standards equal to European standards. S.Q.C. has helped in detecting and eliminating 10 per cent sub-standard shoes previously sent to the market.

In the case of the jute industry it has helped in raising spinning and weaving efficiency, reducing raw material cost and helping the industry in meeting international standards. Some cotton textile mills have reported

large savings in weaving efficiency and in product improvement.

Defective castings have been reduced in some instances from 30 to less than 10 per cent in foundries. S.Q.C. techniques have been applied in several bicycle manufacturing plants where painting defects have been reduced from 25 per cent to less than 5 and rejection of rims from 35 per cent to 7. In the case of glass industry, these methods have pointed the way to reduction in bottle scrap from an average of 16 per cent to less than 2 per cent. They have helped to increase assurance of perfect products in the pharmaceutical industry.

Through statistical design and experiments the length of life of electric bulbs has been greatly improved. There has been effective control of machines producing imperfect cigarettes.

S.Q.C. techniques have revealed the fact that over 75 per cent of cement bags were shipped underweight unintentionally as a result of automatic weighing machines. This percentage has now been reduced to less than 6.

Origin and Progress

Attempts to introduce S.Q.C. in India may be said to have started with the establishment in 1944 of a Committee of Statistics, Standards and Quality Control by the Council of Scientific and Industrial Research. An important event was the visit to India of Dr. Walter A. Shewhart, the originator of S.Q.C., in the winter of 1947-48. Following his visit, the Indian Society for Quality Control

was formed in Calcutta. This Society sponsored training programmes in S.Q.C. Subsequently other associations were formed. In 1949 the Ahmedabad Textile Industries Research Association organised a department for S.Q.C. and launched a scheme to improve the technique in textile mills on a large scale.

For the last five years, the Indian Statistical Institute has been active in promoting the use of these techniques through its S.Q.C. units operating at Delhi, Bombay, Bangalore, Calcutta, Baroda and Coimbatore. Another unit is functioning under the administrative control of the Director-General of Ordnance Factories. In policy matters all these units are guided by the S.Q.C. Policy Advisory Committee. This Committee was set up early in 1954. Since inception Shri C. D. Deshmukh has been the Chairman of the Committee which includes as members Professor P. C. Mahalanobis, leading industrialists and Secretaries of Central Government Ministries.

The S.Q.C. units have been receiving valuable assistance and advice from eminent foreign experts. The number of industrial establishments availing themselves of the services offered by these units has been steadily increasing. From time to time, the units also organise training courses in S.Q.C. for operatives or supervisory personnel.

India's efforts in the field of S.Q.C. have borne some fruit. But even more important is the rich promise for the future, if the movement gains still wider acceptance by Indian industry.

Commerce and Industry

Outlook on the private sector

Mr. Samuel C. Waugh, President, Export Import Bank of Washington recently noted a more receptive attitude to private sector and private capital in India during a talk with pressmen. He said "I think there was a feeling throughout the United States that private capital was not too welcome in India. That attitude is changing now as the trend towards a more receptive attitude towards the private sector seems to be increasing each year in India. Mr. Waugh referred in this context to the complex tax structure in India and said that people who are not well acquainted with it are apt to shy away from it. There is a great demand for private capital all over the world and private capital will go only where it is wanted and well received," said Mr. Waugh. He stressed that the private capital is more important than any loan fund.

Economic Development

"Aid or no aid, India is prepared to go ahead with her plans for economic improvement," said Mr. Howard Houston, at Guntur recently. He said that the money which India has received as aid from friendly nations has been used exceedingly wisely. Mr. Houston said, India is not alone in needing aid. There is a great need in the world for countries to borrow money. He said that many countries lend money besides the United States. The sum total of U.S. loans and assistance to India since Independence is 1.6 billion dollars or 800 crores of Rupees. In citing different ways in which the Technical Co-operation Mission (T.C.M.) works in India, Houston said that there are about 70 agricultural experts from America working in India, and "I have never heard any one of them say it is not feasible for India to become self-sufficient agriculturally in the near future. In fact, we think, you will be independent in food production in a very

few years with the expansion of Sindri and the operation of the fertiliser plant to be built near Nangal. I think that within a comparatively short time you can yourself take care of your supply of fertilisers." Mr. Houston commended exchange programme and declared that it is a good idea to have people go back and forth from one country to another for study. He pointed out that so far 900 people had been sent from India for technical training in the United States.

Performance of public sector

Mr. L. Narayanan Chettiar, President of the Madurai Rotary Club, pleaded for a realistic approach to solve India's problem of raising production and economic standard of people. He said in a socialist pattern of society there is neither a public nor a private sector, but only one social sector, aimed towards the Welfare State.

The public sector, he said, was faced with difficulties in reaching the investment, production and employment targets. On the other hand the private sector was almost certain to complete its assigned task, and invest its full quota well before the end of the Plan. Against the encouraging picture of the private sector, the performance of the public sector was a rude shock. "The greatest disappointment is in the agricultural sector, and if sufficient attention is not paid to it, there would be a fall in the purchasing power, and endless trouble would arise." Since 1946, they had to spend Rs. 1,000 crores of valuable foreign exchange to buy food. Heavy export duties on tea exports, and the tendency of the States to resort to levy of more taxes on power supply would retard export and productive enterprise. A better solution to solving the foreign exchange problem was to create the necessary climate for foreign investment.

Foreign Capital

Mr. D. M. Fleming, Canada's Minister for Finance, said Canada was the biggest capital-importing country in the world today and the one reason why foreign capital had been attracted to Canada in recent years was that the Canadian Government had been following policies which were "hospitable to investment of foreign capital." "This is one lesson that Canada has learnt and respectfully commends to countries that are desirous of attracting capital from abroad," he added. "If you want foreign capital, you cannot follow a policy of frightening capital away," he said.

India's Export Methods

When the four-man Indian Cotton Textile Promotion Council delegation met Indian businessmen in Nairobi, they were told that India's export methods were "completely out of date." If India wanted to expand her exports of cotton textiles to these East African territories, she should pay more attention to the local requirements.

Stability of Indian Economy

Labour unrest resulting in frequent strikes has become a disturbing feature of India's economy. Whatever plans we may have for the revitalisation of the country's economy they are bound to come to grief if such labour lawlessness is allowed to continue, said Mr. Hopkins, President of the Cochin Chamber of Commerce. Higher wages and increased benefits and amenities to the worker, he said must be achieved only by a process of evolution dependent upon and commensurate with productivity consciousness which should manifest itself in the Industrial progress of the country. Capital was the keystone in the Industrial arch and in a country like India where indigenous capital was short and shy all available resources should be drawn out with tact and prudence. Private Industrialists should be given no cause to feel that they were misfits in their

democratic land and their security was only in an involuntary aloofness from the economic scene. The Government should not scare them away with fears of nationalisation and of activities of State Trading, he observed.

Private sector

Mr. B. Gopala Reddi, Union Minister called on "all those interested in speedy economic progress of the country" to appreciate that the "private sector is essential but in its own sphere." He also refuted charges that the private sector was being slowly pushed out by the expanding public sector and asserted the Government did not want to eliminate the private sector. Refuting the allegation that the taxation policy of the Government retarded the growth and even the working of the private sector, he asserted the incidence of taxation was not such as to retard materially the savings and investments of the businessmen. He appealed to the businessmen to realise that sacrifices had to be made by the present generation for the benefit of posterity. The Government, he said, had left open a large part of industrial development for the private sector.

Functioning of Business in U.S.A.

Mr. J. Samuel Raj, Director of the Asian Department of the International Monetary Fund at Washington, addressed the members of the Tanjore Rotary Club when he pointed out that functioning of American business, though it had a high degree of freedom, had its own restraint and restrictions imposed by law which varied from state to state, and the organisations of trade unions and also public opinion exerted a strong influence against the formation of monopolies. He commended the qualities of openness, frankness, efficiency and initiative in the business dealings of the Americans.

India's Utilisation of T.C.M. aid

Recently the Director of U.S. Technical Co-operation Mission in India, said at Calcutta, that India's record of

spending T.C.M. aid was one the best in the world. Addressing a press conference, Mr. Houston observed that of a total U.S. aid of more than Rs. 800 crores to India, Rs. 240 crores was given under the T.C.M. Program. This money has been spent in improving India's agriculture, industry and education. "We help other countries," he said, "because we feel it is important that all countries in the free world improve their productivity. By experience we have found that we get good business from those who are highly industrialised." Mr. Houston added that he would prefer "a prosperous world" in which free trade thrived. Dealing with the question of foreign capital, Mr. Houston declared: "Foreign capital is not the menace you think it is. The United States would not be in the position it is today were it not for the foreign capital it received in the early stages of development. The real source of major aid available in the world today is private capital..... We think that private capital is not to be shunned but welcomed".

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Industrial management

Mr. Gulzarilal Nanda, Union Labour Minister, emphasised at Baroda that labour participation in the management of industries was essential not only for avoiding lock-outs and strikes, but also for increasing production and national wealth. He said that he could not conceive of any better method than labour participation in management, for solving the problems of industries, as well as those of the workers. The ultimate aim of this scheme was to narrow down the wide disparity that existed between the working class and the rich or the capitalists. The time had now come when it would not be possible any more to suppress the people, who were hitherto subjected to various types of exploitation. The immediate result of democracy in the country was that it had become difficult to suppress the working class. While sharing the

responsibilities of running the industry, Mr. Nanda said that labour should be prepared for sacrifice when the industry was in difficulty.

Trade Unions

There is a multiplicity of Trade Unions at the present day and hence the question of recognising Trade Unions has become difficult, observed Mr. M. R. Masani at Madurai. He said that management should evolve labour policies of their own to maintain cordial management—Labour relations. There was no law in India which made it obligatory for managements to recognise a particular Trade Union. Managements should give recognition to the right type of Unions and strive to evolve policies of their own. What kind of Unions should be chosen was indeed a difficult matter and many of the Unions have not the necessary qualifications to deserve recognition except in a superficial sense. Unions in many cases were reflections of political pressure and were being led by people who were primarily interested in exploiting the situation for their own ends. He further pointed out that the supervisory staff formed part of the management and should be kept out of Labour Unions. Cordial management labour relations could be established only if workers realised their responsibility and elected representatives and leaders of a high calibre. Trade Unions in India were suffering due to the lack of the right type of leadership. He said that only direct talks between the parties would help permanent solutions.

Road Transport

Mr. T. S. Krishna, Managing Director, T.V.S. and Sons told the Transport Reorganisation Committee that the present capacity of road transport should be increased by at least 50 per cent immediately, and that to that end any one producing a goods vehicle should be granted a permit valid for the whole State. He also suggested that the rules and procedure governing the issue of permits should be changed to enable the issue of permits to be

liberalised in this manner as also to avoid the delay now occurring in the disposal of applications for counter-signatures, etc. Further, he said, the permissible laden weight of vehicles should be increased to 12 tons. He expressed the view that it would be wrong for the Railways to ask for restrictions on long distance road transport. For the next several years, he said, the Railways would not be in a position to meet traffic demands in full, and since taxation on road transport alone was higher than the average freight charged by the Railways there was no need for the Railway Board to be afraid of road competition. Railways would never go out of business by giving the consumer the freedom to choose the mode of transport best suited to his needs.

A businessman's plea

Mr. Kasturbhai Lalbhai, President, Textile Mills Federation of India, said mistakes in planning could be

avoided by consulting businessmen of experience in the private sector. Speaking at a meeting at Madurai he said that India had made tremendous progress in all spheres during the decade after Independence. Any difference with the Government was with regard to the timing and method of executing major schemes. He said the expenditure of over Rs. 400 crores on three steel plants was wrongly timed. Two and a half years elapsed before the Government took a decision on steel schemes, and the prices of machinery rose during that period. Private industrialists could have completed this scheme at half the cost, he said. Mr. Kasturbhai said he had no belief in nationalisation and felt that the nationalisation of insurance was "a blunder." He pointed out that delays were inevitable in governmental machinery. He felt that the colossal deficit financing contemplated in the Second and Third Plans "will land the country in trouble."

(Continued from page 28)

tical parties but also political growth : it does away not merely with legislative consent but also with the "Social Contract" which sustains all Governments. In doing away with the means of democracy, it also does away with its ends. Even in a revolution, the "Social Contract" is not annulled : it is only renewed, contracted afresh : In a revolution the wheels of change move forward : in a military coup they move backward.

The lesson for the army is that the right to change a Government, even to change it violently, belongs only to the people collectively. It might be that in the case of a genuine popular revolution, the army should actually support the people against the Government, but the army has no right to impose a Government, even a good Government, on the people. For, unless change proceeds from the people, it is bound to be superficial. A revolution must be real : it cannot

be simulated by a few professional soldiers. National discipline must be the result of a slow and normal process of trial and error, not enforced at the point of the bayonet by invoking that most primitive of human sentiments—the fear of punishment.

In the 4th century B.C., the Greeks regarded stratocracy as something that is worse than the other type of Government they hated—the rule of the tyrants. Twenty-four centuries later, neither the constitution of modern Governments, nor of modern armies have contributed anything to make us change that opinion. For those that esteem the democratic way of life, even as the Greeks did, will still believe that of all the calamities that can befall a modern Government, barring civil war and external aggression, Stratocracy, the rule of the soldier, is, at all times and in all countries, the worst.

G.B.T.

In the News

The Finance Minister, Madras, told the Legislative Assembly that the change over to Tamil of official correspondence in the State should be in stages and the practical difficulties in hastening the change over should be considered.

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The Prime Minister suggested to the Youth Congress that they should organise small parties to go to villages to assist villagers in their work. They could co-operate at the Community Project level also. They could teach the children of the villager. It would enable the youth not only to learn to teach but also to learn a lot through the new experience.

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The need for the State Electricity Board to offer competitively cheaper rates for the supply of power to attract heavy industries to the State was stressed in the Madras State Assembly.

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The Chief Minister of Madras, speaking at Coimbatore said that linguistic fanaticism should not be allowed to grow in Tamil Nad as in many of its towns and cities there were large populations speaking different languages.

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There were 261 plantations in the Madras State at the end of 1957, employing 79,489 workers covered by the Plantations Labour Act, 1951. During the year, 113 planters had drawn up schemes to provide housing accommodation to their workers as prescribed. Rs. 4,16,361 was paid as maternity benefit in respect of 7,764 claims preferred as against Rs. 3,68,974 in respect of 6,664 claims during the previous year.

Shri J. P. Narain deplored that the student community destined to shoulder the responsibilities of the future had ceased to realise its responsibility. He referred to the growing indiscipline among students and said, "when I hear that students not only travel without tickets, but climb on the roof of trains and stop them from moving. I begin to wonder where the country is going. The future can be faced only by building up character," he said.

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Madras Health Minister, said it was his personal view that women engaged in welfare activities should desist from wearing costly apparel or jewels, as they would fail to create the desired impression among the 'have-nots' and prevent them from asking for assistance.

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The Punjab Government has decided to complete the work of consolidation of holdings in the State by the end of December 1961, it is officially learnt. Of the target of 2,19,52,000 acres set for consolidation, nearly 91,00,000 acres have already been consolidated.

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Mr. M. A. Manickavelu, Health Minister of Madras State said courtesy and kindness to an ailing man, visiting hospital for treatment, would contribute greatly to his cure and doctors employed in Government Hospitals should treat their patients with sympathy and solicitude.

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Mr. G. B. Pant, Union Home Minister said that the Government proposed to change the pattern of training of officers so as to inculcate in them more firmly the spirit of public service.

Mr. Walter Scott, Federal President of the Australian Institute of Management said at Bombay that the training schemes for business management all over the world would have to be revised soon to suit the new conditions of rapid scientific progress. Addressing a meeting of business executives in Bombay, he said the four great forces that were fast changing the face of the earth were automation, electronics, the atom and the science of communications. In the context of these changes, the present management training methods would soon become outmoded.

Inaugurating the A.C.C. Labour and Social Service Camp, held at Chittoor in Andhra State for laying a two-mile road to connect Thimmasanipalle village with the Madras-Bangalore Trunk Road. Mr. P. Chinnama Reddi, M.L.A., emphasised the importance of manual labour and said it should form an integral part of the education imparted to children in schools. They should realise the dignity of labour. The future citizens, he averred, would have to shoulder the responsibilities of building a strong and united country, and it was only the kind of training they received that would stand them in good stead.

Mr. M. Bhaktavatsalam, Home Minister, Madras, called for close relation between the police and the public. The policemen were performing an arduous task and he urged the people to realise this and co-operate with them.

Home Minister Mr. Pant speaking at Trivandrum emphasised that production was the need of the hour. Let there be production and more production. Anything that comes in the way of increased production amounts

to a national loss today. Let there be no strike, let there be no cessation of work and let problems if they arise as they are bound to arise be settled through mutual discussion, conciliation or adjudication, but let not work suffer.

Mr. C. Subramaniam, Finance Minister, Madras, posed a problem to Home Science teachers when he suggested that girls should be taught to manage a family of five, husband and wife and three children with a limited income of Rs. 100 to 150. "I do not think it will be an impossible task provided we know the science properly," he said.

The Madras Health Minister told the Legislative Assembly that the Government was considering a scheme to encourage medical graduates to serve in villages by providing housing facilities and increased emoluments.

According to Madras Health Minister fifty-two medical graduates had resigned from the State service last year. One of the reasons adduced for the resignations is the unwillingness on the part of doctors to take service in primary Health Centres.

The President of the All-India Importers Association said that the import policy of the current licensing period announced by the Government was both realistic and complementary to the Industrial development of the country.

Dr. Lakshmanaswami Mudaliar speaking at the Madras Legislative Council exhorted caution in the matter of Panchayat Reform. He pointed out that faction and party politics were rampant in villages and that the reform envisaged in the Panchayat Bill shall be tried on an experimental basis to start with. Pilot projects

The New Administrator's Library

Making Germany known

From the German Consulate at Madras we have received monthly issues of "Germany"—a magazine devoted to making known the new Germany that has arisen like a Phoenix from the ashes of the last war. It is a superb production printed on fine art paper with numerous black and white and coloured illustrations. The many facets of modern German life and progress are described and illustrated—its natural beauty, its cultural, economic, especially industrial life, its arts (including the film) its science, its technology. Together with the magazine came also a little handbook on Germany called "Germany in a Nutshell" telling you all about Germany, its historical and political background, constitution and policy of its Government, its economy (occupying 40 out of the 96 pages) its social organization and life, its culture and cultural activities. The chapter on Economy is a triumph in the art of factual representation the several branches of the economy being described in well drawn tables of figures. It is a miracle of compressed information. And all this polished off with apt photographic illustrations.

If only our Information Department could follow these models in the art of advertising our country and the life of its people!

An economic guide to India

From that pioneer and still enterprising business firm Messrs. Tatas we have received their recently printed "Economic Guide to India". It is not priced but presented to those interested in having information on the economic conditions and circumstances of India in a handy form. In the form of an Imperial Quarter sized flat portfolio of 10 pages, it makes a useful reference manual for the businessman and administrator to have at his elbow on his writing table. The economic life and activity of India is depicted in 10 coloured maps with the most important facts and figures given in a manner and method that will attract and inform. It is one of the new literary services rendered by the Tatas to the country. Coming so close upon the pocket-size statistical outline of India printed last year and distributed in a similar public-spirited fashion it is a praiseworthy attempt of this great firm to spread economic enlightenment among the public men of the country.

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