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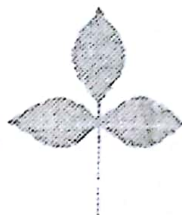


BULLETIN

OF THE

CENTRE FOR POLICY STUDIES

(SANKAR FOUNDATION)



DIALOGUE ON ADMINISTRATIVE ETHICS

It is now universally agreed that "Government should be made more open to the public" and that professional public administration "must remain intellectually open to global dialogue on shared values, norms and structures," observe Stuart C. Gilman of the U.S. Office of Government Ethics and Carol W. Lewis of the University of Connecticut in a recent article (courtesy: American Centre Library, Chennai) that sums up the proceedings of the International Conference on Ethics in Government attended by over 100 participants from 53 countries. The authors show how there is growing mistrust of individuals as well as institutions as revealed by the World Values Survey. Corruption remains a universal problem in countries that are rich and poor, developed and developing. The need for an active administrative ethics programme has been emphasised. In the United States formal ethics structures have grown in both the public and private sectors. Professor Enrico Zanelli of Italy remarked that "preventive medicine always is preferable to surgery..... that is the job of ethics offices." A suggestion made at the conference was to "minimize rules and maximize values" in view of the 'inadequacy of relying solely upon formal-legal remedies.' Stating that credibility and confidence are the ethical foundations of democracy a participant suggested that development of institutions and active public opinion constitute components of an effective strategy to fight corruption.

Back home debate has been generated by the initiative taken by the Union Government last November when a conference of Chief Secretaries was organised at Delhi on reforms in public services. The Union Cabinet Secretary in his introductory speech referred to the 'grave crisis of identity and role definition' confronting the civil services. How to ensure a responsive administration which is accountable to the people and how to explore ways and means by which civil services can be cleansed from within were among the many points raised by the Cabinet Secretary. "Reforms are now imperative" he added. Since then seminars and debates have been held at state and district levels in several parts of the country.

The Civil Services in India have, as the Union Cabinet Secretary observed, played "a significant and indeed a critical role in maintaining the integrity of the country and in bringing about all the major developments in post-independent India." Yet it is an undisputed fact that the quality of administration has declined. Though Jawaharlal Nehru felt that it was "still a colonial administration" he could do little to change its mind-set. His successors too could not check the decay of the system. Instead of shaping into an instrument of change helping in the social and economic development of the nation, the bureaucracy has turned into a tool of manipulative politics, either meekly serving its corrupt political masters or slyly perpetuating its own interests through highly questionable means. The nexus between the two opportunistic governing classes - the politician-bureaucrat combine as it is often referred to - has severely eroded the confidence of the people in the integrity of government institutions and public servants.

Let us also concede that civil servants are a part of the larger social system and the evils of an unstable society overflow into the polity. Let us also accept that there is still a significant percentage of honest and dedicated civil servants who can be looked upon for resurrecting it. All is not lost yet. What is at stake is not just the credibility or image of the civil service. The legitimacy of the political system that was carved out fifty years ago is being questioned in some quarters. There is, therefore, an urgent need for national debate and collective reflection. As the experts, with whose words this article began, rightly stated the dialogue centres on "the political values of freedom and justice and the administrative values of efficiency, effectiveness and responsiveness." The dialogue should be constant and meaningful.....

—The Editor

"Wise Path"

When in sargasso sea of paper, a threefold path of wisdom "when in charge ponder, when in trouble delegate, when in doubt mumble....."

CIVIL SERVANTS : HOW TO REFURBISH THEIR IMAGE

Summary of the proceedings of the Seminar on "Civil Servants : How to Refurbish their Image"; organised by the Centre for Policy Studies, Visakhapatnam on February 3, 1997. Sri M.G. Gopal, IAS, Collector, presided over the Seminar which was inaugurated by Sri T. Gopala Rao, IAS, Chairman, Port Trust, Visakhapatnam. Prof. R.V.R. Chandrasekhara Rao, former Vice-Chancellor, A.P. Open University delivered the keynote address. The other participants were Sri G.R. Reddy, IRS, Commissioner of Income Tax, Sri T. Vedantam, IAS (Retd.), Sri R. Sampath, Special Correspondent, The Hindu, Prof. C.V. Raghavulu, Dean of Social Sciences, Nagarjuna University, and Sri S.K. Mishra, I.R.T.S., Sr. Divisional Commercial Manager, S.E. Railway. Sri A. Vidyasagar, IAS, Dy. Commissioner, Commercial Taxes and Major A.V. Reddi (Retd.) have also offered their views. Prof. A Prasanna Kumar, Director, Centre for Policy Studies introduced the subject.

I. The Situation :

Bureaucracy - bashing, a universal trend now, has caused 'role-confusion' especially in India where populist policies on one hand and globalisation / liberalisation process on the other have accentuated the crisis. Working always under pressure and often with no certainty of a fixed tenure in any post, civil servants are unable to take initiatives or effective decisions. A "State of Siege" has enveloped the civil servants during the last two decades, in particular, marked by quick turnover of governments and too many policy-changes based not on ideology but on the personality of the leader. The inability of political leaders to support bold and appropriate decisions by the civil servants and judicial activism, bordering at times on judicial 'terrorism' have demoralized the civil servants to such an extent that they find it hard to adjust to their new roles under the liberalization process. The efforts of de-institutionalization and 'role-overload' have resulted in erosion of values. Civil servants are susceptible to the same set of values as others that result from the environmental changes. The decisions and actions of civil servants are not to the liking of the consumer or the political authority they serve under. The result is that there are three types of models in India. (1) Kerala model in which Civil servants are shown respect but not humiliated, the (2) West Bengal model - "the Yes Minister" type-in which bureaucracy is identified with the ruling party, and (3) the Bihar model where the bureaucracy is under the tutelage of the political leaders.

II. Image/Perceptions :

The general perception is that civil servants are "corrupt and unresponsive" to public aspirations and are prone to buckle under pressure. They have failed to forge an image as 'people - friendly' and are found to be lacking, especially at the lower echelons, in humility. Among the main reasons for their poor image are cor-

ruption, careerism, 'dodging' (shying away from decision-making) and lethargy which in fact afflict the entire society. Senior civil servants suffer from 'the fallacy of special feeling' that often makes them resist proposals of transfer or postings to 'unimportant' positions. The negative image is also due to the failure of the civil servants to adhere to code of ethics and lack of concern for norms of discipline and accountability at all levels. The whole system is like a tortoise that does not move and when it does, often in the wrong direction. Civil servants have failed to bridge the gap between the rulers and the ruled.

III. Suggestions for refurbishing the image :

"Soul-searching and plain-speaking" and "root and branch" reform are the need of the hour. Better methods of training (in-service) and interaction with the people through the media and opinion-makers can help the bureaucracy and the government in coming closer to the people. The civil servant should boldly persuade political leadership, when necessary, to uphold values and principles enshrined in the Constitution and the ground-rules of democratic polity. Mutual understanding between the civil servants and political leaders based on integrity and abiding concern for public good will contribute significantly in refurbishing the image of the entire Indian Polity. Better emoluments, and living conditions, exposure to the latest techniques and rational models of administration, and declaration of their assets once in every five years are among the other suggestions made. A panel of eminent and credible persons should be created to advise the civil servants on all important issues such as transparency in decision-making, and accountability to the people. It is possible to stem the rot and change the 'mind-set' of the civil servants by enlisting public cooperation.

Some Observations of the main speakers

Prof. R.V.R. Chandrasekhara Rao, the "State of siege" the civil servants in the country are in today can be overcome easily if they do not allow their impartiality, integrity and ability to be questioned. He attributed the plight of the civil servants to their inability to adjust themselves to the quick change in governments during the last two decades and the changing policies based not on ideological grounds but on personalities. Secondly, the ongoing liberalisation process and the role of civil servants in it had not been clearly understood, causing problems to the latter. Thirdly, the advent of judicial activism has resulted in a loss of face to the civil service.

While the political executive was able to get away with such predicaments because of its unfettered freedom, the civil servants could not issue even a denial to newspapers without the Government's permission. The civil service should not be allowed to get demoralised by exposures of alleged misdeeds, that too by a miniscule minority. There must be a spirit of compassion while deal-

ing with such issues. Law and justice must be coupled with mercy if the original glory of the civil service were to be restored, he said and appealed to the officials not to buckle under the "current drubbing" but come out unscathed by their skill and performance.

Sri T. Gopala Rao : That the civil servants being used as doormats was deplorable. "While for the success in policy implementation, the political executive took the credit, failure was invariably attributed to the lapses of civil servants. They always work under pressure and invariably do not have fixed tenure in any single post. The threat of transfer always dangles on their heads, we (civil servants) are like shock absorbers and have to take the blame from both the people and the politicians."

Despite resource crunch, governments implement populist schemes and when they win the appreciation of the people, the political parties take credit but if the schemes were not properly implemented, the bureaucrats would be blamed.

The growing interaction between bureaucrats and policy makers has led to controversies, due to wrong perceptions. In the administrative system, political executive has to take decisions, while the bureaucrats have to implement.

Sri M.G. Gopal, in his presidential address, recalled the recent meeting the Union Cabinet Secretary had with Chief Secretaries of States and Union Territories and said as per the decision at that meeting, efforts were being taken at all levels to refurbish the image of the civil servant by initiating a cleansing process. The current popular perception of the civil servant's image as "corrupt and unresponsive to public aspirations", might be partly true, and he felt that this could be corrected by commitment on their part to be servants of only people and not politicians.

The presence of a few black sheep in the bureaucracy was maligning the image of all the IAS officers.

Mr. G.R. Reddy, Commissioner of Income Tax, listed the day-to-day problems of the civil servant and said his or her image invariably depended on the behaviour of the person concerned towards the people.

Mr. T. Vedantam, a retired IAS officer, blamed the politicians for hustling civil servants into certain acts and conveniently not standing by them when things became hot.

Prof. C.V. Raghavulu of Nagarjuna University gave a number of examples of victimisation of civil servants by politicians and said that there must be a dividing line to protect honest officials.

Mr. S.K. Mishra of South Eastern Railway said the civil servants should be offered attractive emoluments. Otherwise, the civil service would not be able to attract the right talent.

Sri R. Sampath, Special Correspondent of The Hindu: Mutual understanding between the civil servants and political leaders based on integrity and abiding concern for the public good will significantly contribute in refurbishing the image of the civil servants.

"We are hoping that the discussion will not be restricted to Civil Servants only but to the larger issue of the public services including persons who are responsible for the governance of the country." (Dr. M.S. Rajajee, IAS, Chief Secretary to Government of Andhra Pradesh in a message on the occasion).

"I have called the Civil Service of India the greatest political freemasonry. The Secret Service is nothing before this snake like coil of Civil Service....."

—Mahatma Gandhi

A REPORT ON THE MEDICAL AND COMMUNITY DEVELOPMENT PROGRAMMES OF THE FOUNDATION

—Dr. G. Prabhakar
Coordinator, Health & Projects, Sankar Foundation

According to Population Policy Committee's estimation of a few years back, India's population might finally stabilise at 1.6 billion to 1.8 billion in the second half of next century. But now, the Census Commissioner reckons that the population may cross 2 billion in the 21st century. Though the good performance in Family Welfare programmes of progressive States is being nullified by the failing performance of few states, the progress in Family Welfare Programmes is very encouraging in Andhra Pradesh. Sankar Foundation is doing a good job in Family Welfare programmes with Special Incentive schemes to promote the programmes. With the Special Incentive offered by the Foundation, the Family Planning camps conducted recently have shown good results.

Date	Camp	Operations
On 5-2-97	FP Camp at Anakapalle	270
On 10-2-97	FP Camp at Narisipatnam	350
On 11-2-97	FP Camp at VGH	100
On 12-2-97	FP Camp at Yelamanchili	100
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On 12-2-97	FP Camp at Municipal Corporation Health Centre, Gnanapuram	70
On 20-2-97	FP Camp at MC Health Centre, China Waltair	70
On 24-2-97	FP Camp at Bhimunipatnam, Thagarapavalasa	250
On 27-2-97	FP Camp at MC Health Centre, Sriharipuram	70
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On 10-3-97 FP Camp at Bhimnagar MC Health Centre	70
On 14-3-97 FP Camp at Araku	100
On 15-3-97 FP Camp at MC Health Centre, Vidhyulnagar	70
On 17-3-97 FP Camp at MC Health Centre, Kapparada	70

Though the Foundations originally planned to sponsor 2500 operations with special incentives, at the request of the District administration, the Foundation is sponsoring 500 more operations in the rural areas, thus bringing the total number of operations sponsored to 3000 in three months.

Sankar Foundation has conducted TB detection camps at Anakapalle on 5th February, and new cases were put on treatment. The Foundation conducted a major TB Camp at Munagapaka village with the help of Mandala Yuvasakthi, a local voluntary organisation, 38 patients were investigated and registered for treatment at the Camp.

A TB detection camp was conducted at Vaddadi with the local voluntary organisation NEEDS and 28 patients were diagnosed with tuberculosis for treatment. At the TB camp conducted at Yelamanchili with the local voluntary organisation ORRC, 10 patients were investigated and started treatment for tuberculosis. Recently the Foundation conducted a TB camp at Gopalapatnam with Santoshi Mahila Abhyudaya Samithi and a large number of females attended the camp for investigation and treatment.

On 9th February 1997, a unique programme was arranged at Govt. King George Hospital, 'Reunion day for the Medicos of 1956 batch of Andhra Medical College.' Sankar Foundation had the Privilege of felicitating 18 eminent doctors from India and USA who attended the programme.

On 18th February, a one-day seminar was conducted on AIDS at the Sankar's Human Resource Development Centre, Mamidipalem for the health workers from various voluntary organisations, working in Vizag district. 40 Health workers attended the Seminar. Dr. Raghu Ramarao, Dr. Nageswara Rao and Dr. Kondala Rao were the resource persons at the Seminar.

Sankar Foundation is associating with the Indian Epilepsy Association, Vizag Chapter to start a Service Centre for the patients of Epilepsy. The inauguration of the Service Centre was held at Taj Residency on 6th March which was well attended. Sri K. Parvalhi Kumar Chairman presided over the function. Sri MG Gopal, IAS, District Collector was the Chief Guest and Dr. K.S. Mani, eminent Neurologist from Bangalore and the President, Indian Epilepsy Association gave the keynote address. The service centre will start providing medicines from 22nd March.

Sankar Foundation will be associating with Ramakrishna Mission to start a Service Centre for Spastic Children in Visakhapatnam

RELEVANCE OF GANDHI —THE NEED FOR "PEOPLES MOVEMENT FOR GANDHIAN ALTERNATIVE"

(An approach paper presented by K.S. Sastry President, Gandhi Centre, Visakhapatnam)

Mahatma Gandhi had shown us the path of Sarvodaya. Vinobha placed it before the country with a new intensity and urgency in the form of the comprehensive vision of Gramswaraj.

The decay, as one experiences now-a-days, is eating into the vitals of developing nations very fast. Neither capitalism nor communism could stop it.

In our country, the political system has become most ineffective and most brutal. Our national economy is gasping for breath in the coils of multinational companies with the backing of the new economic policy.

Today the developed nations are pushing the poor developing countries into the cess pool of poverty and misery, ignorance and ill-health, instead of helping to alleviate poverty and increase employment potential.

Technology: The modern high technology has come to be raised to the status of an ideology. All problems of humanity can be solved through technology and without it no society can progress or develop. The newer the technology the better it must be. This is the ideology. Modern high technology started first with the conveyor belt system. Then came automation and now computerization is the latest thing. For cutting costs of production and reducing work-force and labour problems, the ultimate thing in this line is the robot technology which does not need rest, food or sleep, does not form trade unions nor demand raises in wages. Gandhiji cautioned against the evil nature of this greed based craze for machinery for personal enrichment.

Development: A great misconception of global dimension is continuing since decades. It is a pure illusion that the life-style and the industrial and market systems adopted by the nations of the North/West are the right patterns of development.

We have only recently begun to realise that the present mode of development is causing widespread and great damage to the environment and to the entire eco-system of the planet. Pollution of air, water-streams and even of the seas and destruction of forests and of the diverse species of flora and fauna and of the habitats of large masses of people are rampant. Bloated metropolises in which majority of the people live in slums without elementary civic services, beef contaminated with the mad-cow disease, reducing cattle and animal population by introducing abattoirs, damage to the

Ozone layer, global warming etc. are diverse instances of the consequences of the present mode of development. Many more can be cited. Development, however, rushes headlong without really bothering about the trail of destruction it leaves behind so long as the market yields profits.

Blind pursuit of wealth, profits and the goodies of life has spawned crime, drug-smuggling and addiction, gang wars, land grabs, extortion, kidnapping and abduction, large and mega scams of all kinds, corruption at the highest levels are rampant against women, child prostitution and sex tourism get acceptance as part of this development process. All moral and ethical values are fast falling and drifting towards the social values upheld by Western civilisation. This model of development based on financial-capital-intensive, exploitative and harmful technologies will have to be rejected totally if we desire a change towards a healthy sustainable growth and society.

Gandhian Alternatives :

Sarvodaya and Gramswaraj envisaged by Gandhi and Vinobha, are for the growth and development based on

1. Non-violent and non-exploitative and self-reliant;
2. Non-polluting decentralised technology and not centralised technology;
3. Development of growth without destruction of environment;
4. Not global competition but global coordination;
5. Egalitarian society and panchayat empowerment; and
6. Employment intensive and not financial capital-intensive.

So, let all the right-thinking people and Gandhians come together to pull the country toward Sarvodaya and Swaraj; oppose the uncontrolled powers, of global and national capital. The present process of globalisation is artificial and unsustainable. It is not irreversible as ideological propaganda tries to make the people believe.

Gandhian alternatives alone can fill-up the vacuum created by the failures of capitalism and communism. Gandhi is more relevant in 21st century than at any other time.

To quote Manmohan Chowdary :

"The world is groaning under the yoke of neo-imperialism. There will be no peace, prosperity, freedom and happiness for the people of the world as long as neo-imperialism and the MNC's spawned by them stalk the earth. May be the success of the struggle launched in India will stoke the fires of non-violent revolt in the rest of the world and pave the way for the ultimate victory of truth, peace and happiness."

ECO-FRIENDLY CULTURE

—Prof. M.V. Venkata Rao
Head, Environmental Division
Centre for Policy Studies

Progress in science and technology has brought about a transformation in the physical environment of man with positive connotations of comfort, security and dignity along with the unwanted evils of depletion of natural resources and accumulation of pollution. The euphoria of technological advancement is getting nullified by ever increasing environmental crises. The time has come for the common man to revive the basic questions that engaged the intelligentsia of the pre-technological ages, as to the goals of life and as to what gives real happiness and satisfaction in life. The crisis of technological civilization has two facets. On one hand the physical environment is getting degraded towards unsustainable incompatibilities, while on the other hand frustration, restlessness, anxiety and over involvement in unproductive pursuits are eroding the subjective satisfactions in life.

Against this background, what should be the strategy to ensure subjective and objective qualities of life in the face of irreversible technological expansion? The current thrust is on eco-friendly technology whose objectives are to exploit only renewable resources, to control pollution to tolerable levels and to recycle wastes for reuse. Such a technology may be achieved sooner or later if only energy resources can be obtained, possibly from a clean and safe harnessing of nuclear energy with its enormous potential.

The problem that is more critical to resolve is on the subjective side. Rising technological gadgets are raising incompatible and undeserving aspirations, culminating in increased frustrations. Further, the advancements in medical care, genetic engineering, cloning and synthetic techniques of reproduction will demand radical changes in value systems and attitudes. The inherent cultural inertia of man may fail to cope with the demands of rapid scientific advancements. Ethical confusions and attitudinal aberrations are likely to arise creating subjective turmoils and social unrest.

"The dominant view has been that the 'quality' of the personnel has changed, and changed for the worse",

'The best of the IAS begin by being as good material as the best of the ICS', although 'the system rusts them quickly' (A. Mitra)

"It seems to me that IAS people are beginning to recognize that the heyday of their tradition may be over".

—David C. Potter
India's Political Administrators from ICS to IAS
Oxford University Press, Delhi, 1996

The benefits of physical boons added by technology will be undone by the subjective frustrations and social turmoils. To avoid these, a cultural transition has to be engineered through a conscious effort, rather than trusting natural evolutionary processes or random phenomena, which mean learning the hard way. Intelligence is supposed to circumvent hardways to the extent possible. A smooth transition to a culture compatible with future technology could be the eco-friendly culture to be aimed at. The main approach requires the deglamourising of material pomp of feudal legacy with its added propping by technological gadgetry. The noble elegance of material simplicity, which incidentally assists the expansion of the horizons of subjective experiences, needs better projection to the average person in the changing scene of the day. The consumerism, often prompted by

vulgar business interests, tends to delay the eco-friendly culture, which is needed at the earliest. Sermons on the richness of material simplicity and the evils of consumerism may sound old fashioned. Yet the fact remains that the ideas relevant to long future are often very old.

"— the mighty minds of old,
my never failing friends are they
with whom I converse day by day
— while I understand and
feel how much to them I owe,
my cheeks have been bedewed
with tears of thoughtful gratitude"

Modern man needs to be induced to listen to it in his own interest, in addition to the social need.

Prof. D.V. Ramana passes away

Prof. D.V. Ramana, former Director ECAFE Institute of Development Planning, Bangkok and Consultant, United Nations, passed away on March 15, at Visakhapatnam. The 72-year old former Professor and first Head of the Department of Applied Economics of the Andhra University, was stricken with a heart ailment. A distinguished economist, Dr. Ramana worked with Prof. Milton Friedman for his Ph.D. degree at Chicago. He was also a Nuffield Fellow in the United Kingdom during 1961-62. Dr. Ramana taught at the Andhra University for many years and was for sometime the Assistant Principal of the University Colleges. A fine speaker, the popular Prof. Ramana leaves behind his wife, daughter and son-in-law. The Centre for Policy Studies mourns the sudden demise of Prof. Ramana, a member of the Advisory Board of the CPS, and conveys its condolences to the members of his family.

CENTRE FOR POLICY STUDIES

(Scudamini, 10-50-19, Siripuram, Visakhapatnam 530 003)

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