

Mr. Deputy-Speaker: I am sorry I do not agree with the suggestion made by Dr. Lanka Sundaram of Shri N. C. Chatterjee. In view of the specific rule 194 which provides that if an hon. Member has authorised another hon. Member to move it, he could be permitted to do so, I feel myself unable to agree to the suggestion made. I do not know whether the Chair has got any right to allow any other hon. Member who might have given notice of the same Resolution, but whose name has not been balloted, to move this resolution. I am therefore exceedingly sorry. Hon. Members must seek other remedies.

Dr. Lanka Sundaram: At an earlier stage, you were pleased to say that Shri Sadhan Gupta was trustee to the other twenty-seven.

Mr. Deputy-Speaker: But what can I do? He must realise that responsibility. It is not I that can do it.

Shri Nambiar: I have something to say in this connection, because the question of trusteeship etc. has come in.

Mr. Deputy-Speaker: Order, order. I allowed an opportunity to the Deputy Leader of the hon. Member's party earlier. Thereafter, I allowed other hon. Members also to speak. Ultimately I came to a decision. But if, once again, the whole discussion starts, where is the end to all this?

Shri Nambiar: The question of trusteeship has come in. So, may I be permitted to say a word?

Mr. Deputy-Speaker: Order, order. Whether it is trusteeship or anything else, the hon. Member must have interrupted me earlier. When I said that Shri Sadhan Gupta was a trustee, the hon. Member must have immediately got up and said, no, he is not a trustee.

Shri Nambiar rose—

Mr. Deputy-Speaker: Order order. I am generally appealing to all hon. Members to bear this in mind. It so

happens that sometimes, we get arguments after the whole thing is over. It is not enough that the argument is there merely in the pocket, but it should come out at the appropriate time. We will assume that I allow discussion on this to go on for ten hours, or even for ten days; even then, there may be some hon. Member who may think of something else and who may get up and say something, after I come to a decision. At this rate, where is an end to all this?

Now, there will be no more discussion on this point. I shall put the question to the vote of the House.

The question is:

"That this House agrees with the Seventh Report of the Committee on Private Members' Bills and Resolutions presented to the House on the 29th April, 1954."

The motion was adopted.

RESOLUTION RE WORKING OF ADMINISTRATIVE MACHINERY AND METHODS AT THE CENTRE—Contd.

Mr. Deputy-Speaker: The House will now take up further discussion of the following Resolution moved by Shri S. N. Das on the 2nd April, 1954:

"This House is of opinion that a Commission be soon appointed to inquire into the working of the existing administrative machinery and methods at the Centre, covering particularly the following aspects with a view to suggesting comprehensive measures for re-forming and reorganising the administrative set-up, namely:

(a) adequacy or otherwise of the existing enactments, rules and regulations regarding recruitment, training and conditions of services;

(b) adequacy or otherwise of the existing All India Services including the necessity and desirability of establishing an All India Economic Service and Social Service;

[Mr. Deputy-Speaker]

(c) adequacy or otherwise of the existing rules, regulations and procedure regarding disciplinary action against Government employees;

(d) the existing trends of deterioration in the administration, the causes underlying them and possible short term remedies to arrest further deterioration and long term and urgent measures to stop the rot; and

(e) necessity and desirability of suitably changing the existing constitutional provisions with regard to the various safeguards provided for the existing services”

श्रीमती उमा नेहरू (जिला सीतापुर व जिला खेरी--पश्चिम): जनाब डिप्टी स्पीकर साहब, इस समय में कुछ सर्विसेज के बारे में कहना चाहती हूँ। आज सर्विसेज का रंग ढंग इत्मीनान के काबिल नहीं हैं। जिस सांचे में यह सर्विसेज ढाली गई हैं वह सांचा हमारी वेलफेयर स्टेट के काबिल नहीं हैं। हम हर माहकम में जरूरत से ज्यादा दरी हर काम में देखते हैं। साथ ही साथ हम वहां पर एक अजीब तरह का ढंग पाते हैं, खास तौर से जहां ऊंची सर्विसेज वाले काम करते हैं।

Kumari Annie Mascarene (Trivandrum): On a point of order, Sir. This subject deals with public administration and I find it is a subject that concerns all the Ministers. Most of them are not here.

The Deputy Minister of Home Affairs (Shri Datar): It concerns the Home Ministry.

Kumari Annie Mascarene: The Ministers are not here. Only the Deputy Minister is here...

Shri Datar: The Home Minister represents the Government in all these respects.

The Minister of Commerce (Shri Karmarkar): And I am there to assist him. (Interruptions).

Mr. Deputy-Speaker: The hon. Deputy Minister is here. He is as good as a huge volume of fire!

श्रीमती उमा नेहरू : जो भी वह काम करते हैं उसमें हमको सेवा भाव नहीं दिखाई देता है। खास तौर से जब हम उनका बर्ताव अपने सर्वाइनेंट्स के साथ देखते हैं तो हमको वह बहुत तकलीफदेह मालूम होता है। उनके हाथों में यह पावर होती है कि जिसको वह चाहे ऊंचा या नीचा डाल देते हैं। जब हम इन माहकमों को गौर से देखते हैं तो हमको मालूम होता है कि न वहां सीनियरिटी का कुछ विचार है और न मॉरिट का कुछ ख्याल किया जाता है। इसके अलावा हालत यह है कि हम जो समझते थे कि रेट्रिपिज्म कम हो जायेगी वह और ज्यादा दिखायी देती है। इन सर्विसेज में भी हमको दो तरह की सर्विसेज दिखाई देती हैं, एक तो इम्पीयियल सर्विसेज कहलाती हैं और दूसरी को स्टेट सर्विस कहा जाता है। हमें इन सर्विसेज की मॉर्टेलिटी कुछ अजीब ही दिखाई देती है।

[SHRIMATI KHONGMEN in the Chair.]

जब हम इन सर्विसेज को देखते हैं तो हम को यह मालूम होता है कि हमारी सरकार को इम्पीरियल और स्टेट सर्विसेज को फिर से आवरण करना चाहिये और हमको ऐसे लोगों को इन सर्विसेज में लाना चाहिये जिनको हमारी पालिसी पर विश्वास हो और जो हमारी स्कीम्स को विश्वास से और दिलचस्पी से चलाने को तैयार हों। हमें ऐसे मुलाजिम नहीं रखने चाहिये जो कि मशीनों की तरह बगैर दिल व दिमाग के काम करते चले जावें।

इसके अलावा सरकार को चाहिये कि हर आई० सी० एस० या आई० ए० एस० अफसर को पांच साल के बाद उसकी स्टेट को लाँटा दे। जब हम यहां देखते हैं तो मालूम होता है कि कोई आई० सी० एस० अफसर १५ साल से यहां बैठा हुआ है, कोई दस साल से बैठा

हुआ है। एक दफा भी अगर कोई ऊंचा अफसर स्टेट से सेंटर में आ जाता है तो उसका वापस जाना दुश्वार हो जाता है। हम चाहते हैं कि हमारे मिनिस्टर इस बात पर विचार करें और ऐसे ऊंचे अफसर यहां पांच साल से ज्यादा कमी न रखे जायें और पांच साल बाद अपनी स्टेट्स को भेज दिये जायें क्यों? इसलिये कि वह यहां की सरकार की जो पालिसी है उसको स्टेट में जाकर बरतें। दूसरी बात यह है कि जो अफसर यहां स्टेट से लाया जाता है उसको नाता रिश्ता उस स्टेट से होता है। उसको वहां वापस भेजना चाहिये ताकि वह वहां डिस्ट्रिक्ट्स में जाकर ठीक तरह से काम कर सके। आज हालत यह है कि यहां पर सेक्रेटरीज होने के बाद जो उनका असल काम है उसको वह भूल जाते हैं।

जब हम मुहकमों की तरफ नजर डालते हैं तो हम एक और अजीब चीज देखते हैं और वह यह कि जितनी भी की पोस्ट्स हैं उन पर आई० सी० एस० या आई० ए० एफ० अफसरों को मुकरर किया जाता है जहां कहीं भी यह देखा जाता है कि कोई मुहकमा ठीक से नहीं चल रहा है वहां पर हम यह कहने लगते हैं कि यहां पर आई० सी० एस० अफसर को रखा जाय तो मुमीकन है कि यह मुहकमा ठीक तरह से चलने लग जाय।

इसके अलावा जब हम इन आई० सी० एस० और आई० ए० एस० आफिसर्स से मुलाकात करते हैं तो हमें एक खास चीज दिखलाई देती है और उसको देख कर हमें हंसी आती है। जब वह किसी से मिलते हैं तो मिलने वाले को ऐसा मालूम होता है कि उनकी निगाहें आसमान पर हैं, और वह एक सुपीरियर एअर से बात करते हैं। दूसरों को यह समझते हैं कि वह इतना काबिल नहीं हैं जितने कि वे। हो सकता है कि वह ऐसा अनकांशली क्रूरतें हों, या यह सर्विस का एअर हो लेकिन यह हालत उनकी दिखाई देती है। हम पार्लियामेंट के मम्बरो को इन अफसरों से दूर रहने की हिदा-

यत है, लेकिन हम यहां पर एक कांस्टीट्यूएंसी को रिप्रेजेंट करते हैं। हम यहां पर केवल एक दूसरों का मुंह देखने को नहीं आते। हम यहां इसलिये आते हैं कि हम अपनी कांस्टीट्यूएंसी का काम करें। जब हमारी कांस्टीट्यूएंसी का काम होता है तो हमको इन मुहकमों में जाना होता है। अगर हम पार्लियामेंटरी सेक्रेटरीज के पास जाते हैं तो वह उस चीज से बेखबर होते हैं। जब हम डिप्टी मिनिस्टर के पास जाते हैं तो वह बेखबर तो नहीं होते लेकिन उनको इतनी पावर नहीं है कि वह उस काम को डीडपेंडेंटली कर सकें, वह मिनिस्टर का मुंह ताकते हैं। मिनिस्टर के पास जाते हैं तो वह कहते हैं कि भाई हो जायेंगा। अगर उनको लिखते हैं तो उनके सेक्रेटरीज का खत आता है कि इस तरफ मिनिस्टर का अटेंशन है। हम चाहते हैं कि वह काम जल्द होवे। हमारी कांस्टीट्यूएंसी वाले हमको बराबर एक्नालेजमेंट ड्यू खत भेजते हैं पर दूसरी तरफ वह काम जल्द नहीं होता है। तो यहां पर हालत यह है। हम जानते हैं कि इसकी क्या वजह है। मिनिस्टर भी काम में इस कदर मशगूल रहते हैं कि गालिबन वह एडमिनिस्ट्रेशन की हर चीज से वाकिफ नहीं हैं। उनको भी जाकर सेक्रेटरीज से बहस करनी होती है क्योंकि असल मालिक चाहे वह स्टेट सेक्रेटरीज में हो या सेंटर में हो आई० सी० एस० अफसर ही हैं। और यही गाड़ी को चलाते भी हैं। हम एक वेलफेअर स्टेट बनाने के लिये खड़े हुए हैं और मैं तो सर्विसज से भी यही कहती हूँ कि वे भी इसी मकसद को अपने सामने रखें और उनको समझना चाहिये कि इस उद्देश्य को उनको आगे चलाना है। जिस सांचे में वह ढले हुए हैं अगर वह यह सांचते हैं कि वह उस सांचे को फिर से यहां लायेंगे तो मुझे दुःख है कि उनका यह सोचना बेकार होगा। जब मैं इन सर्विसज को देखती हूँ तो मुझे ऐसा मालूम होता है कि यह जो गवर्नमेंट है उसका धड़ यह सर्विसज है। मैं देखती हूँ कि सर्विसज गवर्नमेंट के हाथ और पैर होते हैं। अगर कोई गवर्नमेंट सिर्फ सर को ही लेकर बगैर धड़ के या

[श्रीमती उमा नेहरू]

हाथ पॅर के चलेगी तो वह गर्नमेन्ट आगे जान वाली नहीं है ।

अगर गवर्नमेंट का सिर ठीक बेलफेअर की तरफ जाता है और सारं धड़ पर फालिज गिरा हुआ है तो वह बेलफेअर स्टैंट भी नहीं हो सकती है इसीलिये हमको जरूरत है कि हम अपनी सर्विसिज को कहेँ और अगर उनकी समझ में नहीं आता तो हमको दूसरा बन्दोबस्त करना है । जो हमारी पालिसीज और स्कीम्स हैं वह उनको मंजूर करनी हैं और उन पालिसीज और स्कीम्स को लेकर उनको आगे चलाना है ।

Shri Datar: On behalf of the Ministry and the Government of India, I am placing before the House certain replies to the numerous points made out by the hon. Members on this side — as also on the other. I am obliged to the Lady Member Shrimati Uma Nehru for the very dignified and restrained manner in which she dealt with this question. Some other hon. Members also have approached this question with great caution and restraint, because everything that is said here is published everywhere and the Members of Parliament have to be careful as to the consequences of what they say on the floor of the House. Every Member of Parliament—I say that there ought to be no misapprehension—is entitled to criticize the Government to the fullest extent possible, but what I desire is the manner of the criticism and not the substance of the criticism. Therefore, I shall, within the few minutes that are at my disposal, point out to you that so far as the underlying principle of this resolution is concerned, the Government are already committed to it, and the Government are taking every step to see that the defects are remedied wherever they are found.

Secondly, in the new democratic set-up, not only of an ordinary Government but of a welfare Government, the machinery of Government is such as to be of the highest use to Government in the first instance, and naturally to the people at large.

Here, we start with certain historical

precedents, and I might be allowed to add, certain prejudices. So far as the British administration was concerned, it has to be admitted that the administrative machinery was fairly efficient. The only defect that it suffered from was that machinery was developing or inheriting an atmosphere of autocracy. Secondly, there were certain instances where the fundamental principles of justice or fairplay were often ignored, and therefore, immediately after the transfer of power, the Government of India took up this very question and the late Sardar Vallabhai Patel, the first Home Minister after the advent of independence, took up this question in right earnest. He had certain materials before him so far as the general improvement of the machinery was concerned. During the war, it was found that the machinery could not be so suitably administered even by the British administrators. Therefore, in a general way, they had gone into or reviewed the working of the administrative machinery and certain reports were submitted by certain officers appointed by the Government of India. This was a material which might have been useful to a certain extent, but Government desired that after 1947 this matter required to be checked in a proper manner and also required considerable improvements. For that purpose, immediately after independence, in 1948 itself, the Government of India requested the late Mr. N. Gopalaswami Ayyangar to go through the whole system of machinery and to point out the ways in which it ought to be reorganized for the purpose for which Government had to function. Thereafter, after considering the views of all sections of the public, after finding out to what extent the Government machinery was useful or was defective, he made certain suggestions and most of those suggestions have not only been accepted by Government but have, to a large extent, been already implemented. The whole machinery was changed as a result of the recommendations of the hon. Shri Gopalaswami Ayyangar. The late Shri

Gopaldaswami Ayyangar was not only a very efficient officer but was the head of certain very important departments in Madras State and had also the experience of administration in certain Indian States—the native States as they were then called—and also in certain Ministries of the Government of India. He had also a great public life to his credit, and therefore, his report was of a very important character. That report has been placed before Parliament. Subsequently, we had also certain other reports. So far as the Gorwala report was concerned, he was requested by the Planning Commission to go into the administrative aspect of the various government functions and his report is also before the public. Thereafter, under the Ford Foundation scheme, Mr. Appleby came to India. He looked into the matter and he has also produced a report which has been placed before the House by the Finance Ministry. Now, all these reports were under consideration and only last year, we placed before the House, at the instance of the hon. Mover of this resolution, on the 13th August, 1953, a statement showing the progress made in this work by the committee, and if the hon. Members have not read it, I would invite the hon. Members to read that statement, because that statement would point out how Government have taken to this task in all seriousness. Government are aware of the defects and Government are also aware of the need for making up the whole administration in such a way that it yields the highest results under the present democratic set-up and also for the purposes of establishing a welfare state. Various steps have been taken by the Government. The whole ministerial work has been properly organized and the cabinet and other bodies have been formed in such a way that it is open to the Minister concerned or to the Cabinet to come to very quick decisions. We have devised a machinery by which all the policies that the Government of India or the Cabinet frame, are immediately implemented to the extent that is possible.

Shri K. P. Tripathi (Darrang): How long does it take for a decision to be implemented? Once a decision is taken by the Cabinet, how long does it take to be implemented at the lowest level—from the Cabinet to the lowest level?

Shri Datar: When the Cabinet takes a final decision, then immediately it is given effect to in all the Ministries. If, for example, the Cabinet asks for certain further information or the Cabinet desires that this question should be pursued further—and there are occasions when this has happened—because the question is not a simple, pointed one but is a fairly complicated one—under these circumstances further enquiries are made and further reports are submitted to the Cabinet and early decisions have been taken. I shall point out to you how the whole administration has already been reorganised.

The criticism was obviously that there are more powers or that they had no powers. In some cases, there was a complaint that the whole administrative machinery was over centralised and, in other cases, the complaint was that it was decentralised. Both these aspects of the complaints were true to a certain extent. Therefore the government machinery, the secretarial machinery, also has been reformed and we have now got very clear rules not only of business but of the procedure that the various Ministries have to follow.

So far as red tapism is concerned, that is a matter which has been receiving our attention. After all, red-tapism is not a matter of a day or two. Secondly, in all these cases...

Shri A. M. Thomas (Ernakulam): Sir, apart from red-tapism, is the Government aware that for the papers to move from the lower levels, somebody has also to pursue those papers?

Shri Datar: There is nothing like that; there is no need to pursue the papers at all. If the hon. Member follows me I shall answer his question. There is no need of any external pressure for the movement of files

[Shri Datar]

from officer to officer. What formerly happened—and perhaps to a certain extent even now happens—is that sometimes the same matter has gone through over and over again at different levels. We have taken up this question and it will be systematically solved because, after all, to a certain extent...

Shri Sinhasan Singh (Gorakhpur Distt.—South): May I know what is the normal time before an application for a certain thing reaches the Minister and is officially disposed of?

Shri Datar: It depends upon the nature of the subjects discussed in the files. In some cases, I may point out to the hon. Member that a question is disposed of within days, if not weeks, and there are cases where the matters have to be pending to a certain extent for months.

An Hon. Member: For years.

Shri Datar: The question of delays for years has been receiving our very serious scrutiny.

Shri V. P. Nayar (Chirayinkil): I can give the hon. Minister here and now specific instances of matters which are very urgent and which have been delayed for months in his own Ministry.

Shri Datar: I shall be obliged to hon. Members if they can bring such specific instances to my notice. If, at the highest levels, there has been some delay, I might point out to the hon. Members that especially when the House is sitting we have to attend to this item of work also—and to that extent official work sometimes falls in arrears on account of our pre-occupations here—and that has also to be noted.

Then, it was contended with considerable force by certain Members on the other side and with considerable bitterness or vehemence, I think, that we have got at the top the Services. I think, the hon. lady Member made a reference to the ICS. So far as the present members of the ICS are concerned, they are all Indians and the Government have pointed out to them,

and they have accepted, the position that now that there has been a democratic change-over, they would have no proper place in the administrative machinery unless they have adjusted themselves mentally also to the new set-up. That is what we have given them to understand.

Shri Raghuramaiah (Tenali): May I just ask a small point which has got a bearing on this? We accept they are loyal. Would it not be better if, as in the case of the listed post holders—there are also the IAS—the ICS nomenclature is given up without affecting their seniority? I want to know whether this is under the consideration of Government.

Shri Datar: My hon. friend is so particular about names. What is there after all in the name? There was a time... (*Interruption*).

Mr. Chairman: No interruption please.

Shri Datar: I should be allowed to proceed.

Shri D. C. Sharma (Hoshiarpur): The hon. Member is speaking in the language of Shakespeare.

Shri Datar: So far as the ICS officers are concerned, I have to tell the House that the Government have made it very clear to them that they have to act under the modern set-up and without mental reservations. I might also tell the House that ultimately the Government task has to depend, to a very large extent, upon the loyal and efficient service of these Services. It does not look well if, in time and out of time, as we did under the British regime, we go on condemning the Services outright. There might be instances, here and there, of what you might call the black sheep. But, so far as the generality of our officers is concerned, I can state here quite positively that most of them have been acting as patriots and also under the modern set-up to the large extent possible. Therefore, it would not look proper to condemn the whole class.

There is another point also. Often-times, without taking account of the

circumstances, we say that the present Services are out-moded, they are anti-democratic, they are inefficient, and some of our friends on the other side also corrupt (*Interruption*).

An Hon. Member: Question.

Shri Datar: These are the usual epithets that are used. We have to understand one point very clearly, that we have to proceed on a basis and that basis is, to a large extent, the machinery that we have inherited. The defects in that machinery are going to be rooted out and they are also being rooted out. But, naturally, after 1947, you cannot have a new machinery just to be imported to substitute the new machinery. Such a question would have been quite right provided the whole machinery was entirely a foreign machinery. In all humility, therefore.... (*Interruption*).

Mr. Chairman: Let there be no interruption.

Shri Datar: Therefore, in all humility, I would request the House.....

श्रीमती उमा नेहरू : मेरा प्वाइन्ट आफ़ आर्डर है कि गलत बयानी गलत नतीजें ।

Shri Karmarkar: It is a point of disorder.

Shri Sinhasan Singh: The Government have already issued a circular about the dress which the officers have to use when they sit in the offices. I want to know whether that circular has been honoured by the officers.

Mr. Chairman: Order, order, please. The hon. Deputy Minister has already invited the hon. Members to go to him to place any specific complaints that they may have. There should be no interruption.

Shri Datar: As you have pointed out, the Government is always ready to receive and act upon the suggestions which a number of Members of Parliament have been very kind to bring to my notice. In all these cases, I have looked into the matter and I have taken necessary action. I have also informed them. I should like to point out this that this is a democratic government and a responsible

government and whatever the other people might say, we claim to be and we are a responsible government and we shall be in office only so long as we have the confidence of this House.

Coming back to the point, we are trying to improve the Services. Now, the functions of the Services have changed to a large extent. Formerly, under British administration, they were not merely there for carrying out the policies but they were, to a large extent, also the makers of policy. After the advent of independence, they are no longer policy-makers at all, because it does not lie within their power. It has also to be understood that they have got considerable experience, they have got considerable knowledge and information also. What they do and are expected to do is to tender advice to us so far as the information side is concerned. It is open to the Minister concerned or the Ministry as a whole to act upon that advice or to repulse that advice, and ultimately the real task, the legitimate task or the only task that they have further to carry on is to implement the decision, whatever it is, and, therefore, we are trying our best to remove the defects to the extent that it is possible.

I might then point out to the House, as I have already informed the House on a number of occasions when questions were asked, that we have already passed orders for the purpose of having a constant check over the whole administration, and special powers have been given and a new department has been opened under the Cabinet Secretariat, because you will find that the Cabinet Secretariat is the central pivot round which the whole administrative machinery has to move. It has got a special officer, with some staff, not confined only to the Cabinet Secretariat, but to the various Ministries. It is known as the Organisation and Methods Division. This was a suggestion made to us in the first instance by Shri Gopalaswami Ayyangar and subsequently by two other Reports, to which a reference has been made earlier here. Effect

[Shri Datar]

has been given to this suggestion, and the duties of the Organisation and Methods Division are to see to what extent the work has been carried on methodically, to what extent there is procrastination and how procrastination is to be removed. The next point is: are our rules fairly sufficient for carrying it out. When the Constitution was inaugurated, one of the important provisions of the Constitution was to the effect that all the rules which are against the Constitution are entirely void and invalid. There are certain rules which require a further change and, therefore, I might point out to the House that we have taken this matter in hand, and in the course of the next few days, if not weeks, we shall place before the House the re-modelled and revised rules so far as the different aspects are concerned.

Mr. Chairman: Will the hon. Deputy Minister please address the Chair?

Shri Datar: I am obliged to you, Madam, but the only thing was that instead of looking at you, I was looking to this side.

We have got the Union Public Service Commission and this body has been specially provided for by the Constitution to serve as a constant check upon the actions of the executive and all these provisions are being followed. As you are aware, we have only in an instance or two in the course of the year thought it necessary to depart from the advice of the Union Public Service Commission. Their work is of an extremely important character and they approach all problems from a detached viewpoint and, therefore, their advice is entitled to the greatest weight which the Government has already been giving.

There are also certain aspects so far as the recruitment of services is concerned. Here, we have to deal, in the first instance, with the Central Services. So far as the Central Services are concerned, we are organising them under different heads. For example, we have got the Central Secretariat Service, which deals with all officers

from class I to class IV. All these officers are brought under a different rule, according to which they know what their rights are and they also know more carefully what their obligations are. The Central Secretariat Service has been organised and is put into shape. Then, we have got the Stenographers' Service, which has been duly organised and which will come into force in the course of the next few days. Similarly also, the Central Secretariat Clerical Service is now in last stages of preparation and execution. So far as these Services, which are more or less confined only to the Central Secretariat, are concerned, they have been so worked and the rules have been so made as to account for the highest efficiency and integrity. On a number of occasions I have answered in the House that Government are trying to make it impossible for the officers or Government servants to be actuated by temptations. We are looking into all the rules with a view to seeing whether there are any defects or omissions or lacuna in these rules, under which our Government servants are subject to temptation. That work is also going on, and we have appointed a Special Officer, known as Director of Training, whose work it will be to give full training to the officers. I might point out to the House that we are running three special training institutions, one for the Central Secretariat staff and batches after batches of officers are sent there, they are trained in the actual administrative machinery, they come back after training, and the general result is that their work improves in efficiency. The All India Services have been introduced by the Constitution with a view to have an entirely new set-up or a new background. So far as the new Services are concerned, we have got the Indian Administrative Service and the Indian Police Service. We had formerly the Indian Civil Service, but now we have in its place the Indian Administrative Service. So far as the Indian Administrative Service is concerned, it is the work of the Union Public Service Commission to

hold competitive examinations and admissions are from all classes of the society. It is a matter for happiness that we are getting some of the best youths in the country and they have to undergo a written examination.

Mr. Chairman: How many minutes will the hon. Minister still need?

Shri Datar: Please give me 10 minutes.

Mr. Chairman: I have already given 28 minutes.

Shri Datar: If you give me 10 more minutes, I shall answer all the points raised here.

Mr. Chairman: The hon. Minister may finish in five minutes.

Shri Datar: So far as these Services are concerned, with a view to find out the best administrators—it is not mere academicians that we want; we want administrators, district administrators and administrators at higher levels—we have the Union Public Service Commission, who, at our instance, have instituted what is called a personality test. I would request hon. Members of the House sometimes to attend the interviews for the personality test—some of the hon. Members and Ministers too. (*Interruptions*).

Shri D. C. Sharma: Does the hon. Minister suggest that Members of Parliament should undergo a personality test under the Union Public Service Commission?

Shri Datar: I never said 'undergo a test'. Members of Parliament are masters of the country and they are above all examinations. I said 'attend the personality test conducted by the Union Public Service Commission'. So far as the personality test is concerned, it has been so conceived as to make it possible for the 11 or 12 members to find out whether the candidate has the makings in him or the promise in him of a good administrator. Academic university distinctions only have no value at all. Kindly understand it very correctly.

Shri N. Rachiah (Mysore—Reserved—Sch. Castes): Can they take on undergraduates then?

Shri Datar: We have laid down a minimum standard and we go by that standard so far as the general administration is concerned. Then we have been trying our best to have the best kind of officers of the Indian Administrative Service as also of the Indian Police Service, at the district level.

So far as the question of corruption is concerned, Government have been alive that here and there are black-sheep. Government have, therefore, strengthened the Special Police Establishment and have appointed a special anti-corruption officer to find out where the defects lie and how the temptations could be got over.

Then there are numerous other ways in which Government are trying to gear up the whole administration, because Government have to carry on work in as efficient a manner as possible. Just as we have got an audit system so far as accounting is concerned, we are going to introduce a system of inspection and audit under which officers would go round, find out what work is there, the quantity of work in arrears and also assess the quality of the work done.

So, coming back to the proposition from which I started, so far as the main Resolution is concerned, it was good that Government had an opportunity of explaining to the Members of Parliament what they are already doing. I could have understood the need or the appropriateness of such a resolution provided Government was sleeping over the matter. In fact, some hon. Members opposite needlessly stated that we were lethargic. We cannot afford to be lethargic, we cannot afford to be self-complacent. We know that the task ahead is great and we have to apply all our efforts for making the administration not only successful administratively but also successful so far as the needs of a welfare State are concerned, which are many.

[Shri Datar]

In the light of what I have said, I would request the hon. Mover not to press this Resolution for the simple reason that we ourselves are aware of the need for improving the administration and introducing reforms. The only point, as the House will appreciate is, that we cannot show spectacular results. All these reforms have to go through and after some years have passed if you look back you will find that the Government of today is not what it was before 1947. If after watching the work, the performance or if we like the omission of Government in this respect, the House still feels the need for such a Commission or Committee, Government will certainly consider the matter, provided the House has given full attention to what the Government have already done and what they propose to do in the nearest future.

Shri L. N. Mishra (Darbhanga-cum-Bhagalpur): Madam Chairman, the House is obliged to my hon. friend Shri S. N. Das for having afforded it an opportunity for expressing its feelings about the Services. We are also thankful to the Deputy Minister who is quite alert and vigilant. But I have a feeling that he is somewhat complacent and thinks that what he is doing is enough. We do realise that he is doing something in this direction; but that is not enough, we want speed in regard to it.

Madam, at a time when parliamentary control is easing every day and the power of the bureaucracy developing rapidly, it is but natural that Parliament which is the custodian of people's interests is alert and vigilant to see that the tax-payer's money is spent by those people who are honest and the administration of the country is run by those people who are efficient. It was therefore natural on the part of Members to bring such a resolution before the House. When we speak something against the Services, or criticise some action we never make any surprising remarks, or outright condemnation. We are actuated by

goodwill towards all and ill-will towards none.

Looking back to the history of the growth of public services we find that from the latter part of the 19th century the influence and importance of the services, have developed, mainly because of the change in the character of the State. The constitution of the different countries in the world and the functions of the States have changed. The transformation of police State into welfare State in all the civilised countries of the world has given enormous powers to the Services. Public administration has become the key-stone of the administrative structure of all the Government in the world.

In our country also the public services have come in possession of very great influence. We do not grudge that rather I would like to congratulate the Services for the excellent work they have done, especially after independence. The House would no doubt be aware of the fact that independence brought in its wake a number of problems. It was a period of trial for the administrative machinery as a whole. The Services rose equal to the height of the occasion and saved the country from a great catastrophe. I would in this connection like to pay my humble tribute to the service rendered by them to the nation. But I am constrained to remark that inspite of their great tradition and hoary past, they have not been able to come to our expectations afterwards, especially in the execution of economic policies of Government.

I am also sorry to remark that our public services are still thinking in terms of progressive bureaucratism which is prevalent in the United Kingdom and the United States of America. They have failed to respond to the changed circumstances. They are still having the same ideas about the functions and working of Government which they had under alien rule. The conception of the State has undergone a change mainly

because political economy has been transformed into economic science and the services are to know not only the economic background of the country but they are also to be judged in that background. If they prove successful they are all right; if they fail, they need improvement and reform.

Though the Services have tried to work in harmony, they have failed to bring coherence between policies initiated by leaders of the Government and their execution by the Services. There is no coherence between the policies enunciated by the political leaders and those who execute that policy. Further, neutrality and detachment are said to be the guiding principles of our Services. But do neutrality and detachment mean rigidity and aloofness? Should the Services remain away from the people? Should they have no relation to the people's aspirations and conceptions? Detachment and neutrality should in my opinion give place to impartiality, flexibility and democratic mobility. By flexibility I mean that the Services should try to acknowledge and understand the feelings of the people and try not only to adjust themselves to the changed condition but also to make departure from the existing situation if necessary. In this connection I would like to quote an experienced Indian administrator:

"The public servant far from being a neutralist, should be rich in human sympathy and with a fully awakened social conscience; to his work he must bring not only competence but faith and favour and a mind receptive as well as constructive."

It is therefore time that the Services change their outlook and adjust themselves to the changing circumstances.

Apart from flexibility what is needed today, especially at a time when the country has gone for planned economy, is character and integrity. Today we want not only incorrupt public services but also incorruptible public services. Parliamentary gov-

ernment can never be successful and effective if it has not got a set of honest public servants and men of character. If the integrity of the public services is questionable, I think it is absurd to go for a planned economy. The need for the proper public administration becomes more urgent when the country has gone for a system of planned economy which has brought in its wake a number of problems and involves work of a different nature to which they were not used over all these years. Therefore, in view of that onerous responsibility, I feel that public services must set a standard which might be emulated by the whole society so that no finger could be raised against their integrity and character. The standard has fallen because of the fact that they were able to acquire unlimited power and that has resulted in their taking to corrupt practices.

I admit that our Government has been serious in this matter as pointed out by the Deputy Minister. Many committees were appointed, for example, the Economic Committee and another Committee led by Mr. Gopalswami Ayyangar. There were also the recommendations of the Gorwala Committee to the Planning Commission and then the report of Appleby. I have no grievance against these reports but against their execution since very few of them have been implemented and much remains to be implemented. I would like to say that Government should at least think of implementing important portions of these reports.

Now I am going to speak on the amendment which I have tabled. Public servants should be debarred from joining any industrial or commercial concerns after their retirement or resignation. Our experience shows that public servants are tempted to join private concerns on fabulous salaries. This is very bad. These persons occupy positions of responsibility in the Government, and when they are removed from the Government, they want to join some private concerns. Therefore, it has to be decided whe-

[Shri L. N. Mishra]

ther public servants should be allowed to join private or industrial concerns after their resignation and retirement or not.

Shri Datar: Will the hon. Member kindly allow me to explain the position? I shall take just one minute. So far as our Government servants are concerned, for two years after retirement or resignation, they cannot accept any service under any other agency at all. So far as their attempt to obtain service by resignation is concerned, even there, for two years after their resignation, they have to take permission of the Government and it is not open to a Government servant, either after retirement or resignation, to proceed forthwith from Government service into some other service.

Shri L. N. Mishra: I have some individual cases before me. Some of the political leaders who had visited private concerns on some occasions were surprised to see some retired Government officials working there as general managers and so on. In my own State, I do not like to divulge their names—there are people who held positions as Under Secretaries etc. in the Supplies and Industries departments. They resigned and they are today employed in private concerns. I know many of them.

I would like to say that some drastic change to reform the whole system is needed. Mere linking with the problem is not enough. We must not forget that a planned society requires a very democratic public service and a very flexible system of administration. Democracy in our country is in its infancy. If they are inefficient or some thing like that, it gives rise to suspicion and shakes the confidence of the people in the administration and that is bad for any democratic system of Government. They should restore complete confidence. Only for that reason I will say that if the country has decided to go for a system of planned economy, if it has decided to have some welfare State, it must change its outlook and

the system of administration. Without that I think, to go in for planning or any thing is an absurd thing.

12 Noon.

Kumari Annie Mascarene: I thank the Chairman for calling me though at this late hour.

Mr. Chairman: It is only mid-day now.

Kumari Annie Mascarene: I meant, towards the close of the hour set apart for the Administration Resolution.

I should like to give a few ideas regarding public administration in this country. It has to be admitted at the very outset that comparing India with the other countries of the world which had attained democracy recently, we are far in advance. It is only a comparative study—the external aspect.

But if you look at it internally, in spite of the hon. Deputy Minister's explanations and records and reports of very efficient men who serve the Government, I want to say there are many many loopholes in the public administration.

Let us take the fundamental principles—the basic structure of democracy as we have accepted it, that is the idea of joint and collective responsibility of the Cabinet. Looking at it from the experience of the last seven years, I am constrained to say that they have failed to conform to the very fundamentals of the Cabinet system. We have heard, and heard too often, from the hon. Ministers saying when questions were put that 'such and such question belongs not to my Ministry but to the other Ministry. The hon. Member will please send notice to him to get an answer'. That is not joint responsibility. We in our individual States do not allow the individual Ministers to apologise in that manner, we get them to say, to give the answer. But here it is a pity that each Minister is not aware of what is going on in the other Ministries. Therefore,

the principle of joint and collective responsibility is not observed as it should be observed in the cabinet form of Government.

Secondly, the tone of harmony among the Ministers is sadly missing. They may not admit it but we can see it from this side; we could see from this side that all is not well on the 'western front'.

Next come the policies which they change. I wish to impress this House with regard to the policy of finance. Having accepted democracy as the form of Government for India, it is but natural that they should but accept mixed economy as the financial principle. It has been announced more than once in this House and the other that mixed economy is the principle that they have accepted. Unfortunately, in the course of the proceedings we notice that the principle is not conformed to; Neither do they conform to the public sector, nor do they help and support the private sector. They have failed, and failed miserably in maintaining the public as well as the private sectors. I demand that the Finance Minister should announce the financial principles according to which he is formulating the policies. Here, one day he comes with the Estate Duty Act, and the next day he comes with taxation on shoes and soaps. If you examine the private sector you will notice that the money invested in private sector is invested on a guarantee of conforming to a target; but, the Report on Finance and Currency of 1952-53, 6th January 1952 will give you examples of private sector not rising to their targets of production. Thus money is wasted and extravagantly spent in that sector of business. Now, looking at the public sector, it is the experience of democracy....

Shri R. K. Chaudhuri (Gauhati): Sir, no Minister is listening to the hon. Member's speech.

Dr. Suresh Chandra (Aurangabad): Are we discussing the Companies Bill? I think the hon. Member is referring to the Companies Bill.

Kumari Annie Mascarene: I am not referring to the Companies Bill.

Mr. Chairman: The hon. Member knows what she is speaking about.

Dr. Suresh Chandra: My point was, that it was quite irrelevant to the discussion here.

Kumari Annie Mascarene: I have got the freedom to express my opinion on the general principles of finance.

Then, comes the aspects of law and justice. Here, this House passes law after law almost every week. How many of them are enforced? The value of a law is not in passing it, but in enforcing it and a law is no law if it cannot command obedience. Therefore, I place before the hon. Minister this criticism, that as a Government you have failed, and failed miserably in enforcing laws which you want us to pass.

Next, with regard to the security of service. Of course, I have my views about the Secretariat. They have failings as every Secretariat has failings. That is true to the human nature. There is the other side of the question with regard to the security of service. I have come across many instances when officers of Government after rendering several years of service were asked one fine morning to quit, sometimes even without giving them a chance of defending themselves. If they are guilty then take legal action against them, or take departmental action against them; but remember that they have rendered service for years and as such they are human beings with a burden of responsibility; therefore they should survive. Hundreds of cases can be cited when officers were asked to get out and years have gone by. I remember to have referred one of the cases to the Prime Minister some years back. There are still several cases. I can see the persons affected, every day going up and down the Secretariat for getting their cases settled. What do you think their wives and children are doing? There is no security of service in this Government. I wonder what the Deputy

[Kumari Annie Mascarene]

Minister has to speak about the security of service in this Government.

Then, there is economy. The top-heavy administration is a burden on the tax-payer. The tax-payers back is aching. The Government spend money extravagantly; they squander money. Rs. 7 crores have been written off as loss in two years in the Defence Department and today I heard some more crores have been squandered; some ships have been sunk; about Rs. 117 lakhs has been spent in repairing two or three ships that we bought. Money is squandered like this and the gap is to be filled up by the tax-payer. I feel that the most unkindest cut is in the administration of finance. There must be general control of finance by the Finance Minister, but then, every Department should be given the freedom to expend money by a financial secretary or some other officer who should see that the trust, the responsibility entrusted in his hands is executed or carried out without fail. In the Budget speech we heard that several crores of rupees set apart for expenditure have not been spent—it seems because of red-tapism. That means so much of the progress of the country is retarded, that could have been easily carried out and the food and other problems solved. Therefore, I wish to place before the hon. Deputy Minister that these defects of the administration are to be looked into and timely remedies must be taken to make the administration a great success.

With these words, I wish to emphasise that I had been comparing the administration in India with the administration in America, the administration in France and the administration in England during the first ten years of their lives—democratic lives—and I found,—to do justice to the opposite Party—that we have done extremely well.

Mr. Chairman: There are only four minutes left and if any hon. Member wants to speak for four minutes I can allow.

Several H. M. Members rose—

An hon. Member: Shri R. K. Chaudhuri.

Mr. Chairman: Shri R. K. Chaudhuri.

Shri R. K. Chaudhuri: I am grateful to you, Madam, for giving me this opportunity to speak on this Resolution. Honestly speaking, I do not see any reason why the hon. Deputy Minister could not accept this Resolution. Very probably, action is being already taken on the lines indicated in this Resolution and therefore he has advised the hon. Mover of this Resolution not to press this matter. I am sure the hon. Member will have the wisdom not to press this Resolution to a vote of the House; but I would like to add a few words on the subject. Curiously enough, Sir,—I am sorry, Madam....

Mr. Chairman: The hon. Member is a lawyer. Even if he says 'Sir' I think he means Madam.

Shri R. K. Chaudhuri: Curiously enough, today of all the days, myself and the hon. Member who spoke just before me are of the same mind. I do not say that great men think alike. But, today is a memorable day for me, when I found it possible to agree, in some respects at least, with what my hon. friend has said. She has laid stress rather on the security of service and I am entirely at one with her. I would like to draw the attention of the hon. Minister to the curious state of things which prevails, if not at the Centre, but in the States at least. There are some officers in whose cases the disciplinary action has to be taken by the Ministers themselves. Some officers are appointed by the Ministry and it is only the Ministry which can dismiss them from their offices. Now, there should be an appeal against that order. According to the Constitution, the existing rights of anyone in service should not be interfered with. Now, I find that when these officers are dismissed by the Ministry there is practically no appeal to any other tribunal. I have seen

appeals being preferred before the Governor or the President and invariably all these cases are referred back to the Ministry. That is to say, the Ministry which has passed the order of dismissal has also to deal with the appeal against that order. This takes away the very sense of security of the services. There should be some tribunal set up for this purpose. Whether it is the Union Public Service Commission or some other body, some tribunal should be set up to go into this question, so that the people in the services may know that they have not lost their right of appeal, which they previously exercised. Under the old Constitution, there was even the right of a second appeal to the Governor. But now, even the first appeal is not dealt with by the Governor,—not to speak of the second appeal—because it is said that under the Constitution, the Governor has no right to act in his discretion, but he should send it back to the Ministry. That is an anomalous state of affairs. This defect should be remedied as early as possible.

The second point, which I consider to be the most important, is that unless you improve the condition of the people who are at the bottom of the services, you cannot really get efficiency. When any application, or any letter or any representation is addressed to a Minister, it is sent back to the office, and there, it is the lower staff that go into it first, collect the relevant and necessary papers, and then put up the papers for the orders of the Minister. It is a fact—I do not know if any hon. Minister will deny it—that any representation actually addressed to a Minister is put up to him only after ten or fifteen days of its receipt, and when the Minister calls for the relevant papers or records, it takes months before he could get the necessary papers. I know of instances where the records have not come to a Minister even after a period of six months. That is the case not only with regard to a particular Minister, but that seems to be the case generally; there is a

general complaint that the Ministers do not get the papers that they call for, in time, but they get them after an inordinate length of time. This is due to the fact that there is some loss of efficiency in the lower ranks of the services.

How can the lower services work with efficiency, when the salary and allowances they get is not more than Rs. 120 or Rs. 135? With that money, they have got to maintain a family; and with that money, they have to take tiffin during office hours. How can they work efficiently, when they are placed in such a position? I would, therefore, appeal to the hon. Deputy Minister, when he takes up the whole question of reorganising the services, to find out how best the services of these employees could be utilised more efficiently; he should look into this matter and increase the salary of all clerks and assistants to Rs. 150 at least. That comes to Rs. 5 a day, and with this amount, the clerk or assistant is expected to maintain a family. But in a place like Delhi or such big cities in the States, he cannot maintain a family with these Rs. 5. This is a matter which has to be looked into.

Mr. Chairman: I am afraid the hon. Member must conclude now. I gave the hon. Member only four minutes, but he has taken already six minutes. I am exceedingly sorry that for want of time, I am not able to accommodate all hon. Members who wanted to participate in this debate. I shall now call upon the Mover of the Resolution, Shri S. N. Das, to speak.

Shri Datar: If you permit me, may I just clear a misapprehension in the mind of the hon. Member regarding the right of appeal?

Mr. Chairman: Will it be a long speech?

Shri Datar: I am not speaking, but I only want to correct a misapprehension in the mind of the hon. Member. I will take only one minute.

[Shri Datar]

So far as the orders of dismissal are concerned, the practice is that officers of Class I, Class II, Class III and Class IV are dismissed in a proper case, after consulting the U.P.S.C., by the appointing authority. In all these cases, there is a right of appeal, and that right of appeal lies to the President.

In the case of Class I officers as also officers of the All-India Services, the appointing authority is the President, and the dismissing authority is also the President. In all cases of dismissal, the matter is referred to the U.P.S.C. and it is only after taking their opinion, that the appointing authority or the President, as the case may be, acts.

Shri R. K. Chaudhuri: Does the President act on the advice of the Ministers or on his own?

Shri Datar: The President has to act on the advice of the Ministry. In all these cases, their opinion is taken.

Lastly, when I answered one question earlier, there was a slight inaccuracy. I should like to correct it now. So far as the question of an officer accepting some appointment after resignation is concerned, we are considering the question of making some rules by which it would not be possible for him immediately to go from government service to private service. We are considering the question, and we are trying to make some rules by which such temptation should be avoided.

Mr. Chairman: May I request the hon. Mover to speak now? I am going to put the Resolution to the vote of the House at about 12-28 P.M. So, the hon. Member will confine himself to this time-limit.

Shri S. N. Das (Darbhanga Central): The discussion on my Resolution started at 11-7 A.M., I think. The time allowed for it today is one hour and twenty-three minutes. So, I would request that I may be allowed to go on up to 12-33 P.M.

Mr. Chairman: But that would be taking up the time of the next Resolution. So, I cannot allow that.

श्री एस० एन० दास : सभानेत्री जी, मैं उन सभी सदस्यों का बड़ा आभारी हूँ जिन्होंने और प्रायः सभी ने मेरे प्रस्ताव का बहुत ही जोरदार शब्दों में समर्थन किया है। माननीय मंत्री, जो बहस, इस सभा में हुई है उसको अगर उन्होंने ध्यान से सुना है और इस सम्बन्ध में अखबारों में जो चर्चा होती है उसको पढ़ा है तो मैं समझता हूँ कि वह इस बात को मानने के लिये तैयार होंगे कि इसकी बहुत आवश्यकता है कि जिस तरह से सरकार इस प्रश्न के सम्बन्ध में विचार कर रही है, उससे बहुत तेजी के साथ इस पर विचार किया जाना चाहिये।

हमारे माननीय प्रधान मंत्री ने कई जगह अपने भाषणों में कहा कि प्रशासन का एक बड़ा जंगल कायम हो गया है और उस जंगल को साफ करने के लिये मेरी समझ में एक कमीशन और आयोग की आवश्यकता होगी, लेकिन अभी भी हमारे माननीय मंत्री जिन्होंने भाषण दिया वह इस बात की आवश्यकता को महसूस नहीं करते हैं। माफ करूँगे मेरे मंत्री जी अगर मैं यह कहूँ कि सरकार का निर्णय कुछ दूर से ही हुआ करता है। अभी मेरे पास ऐसे ही विषय पर व्यारों के साथ कहने का समय नहीं है लेकिन मुझे अफसोस के साथ कहना ही पड़ता है कि जिस समय भाषा के आधार पर प्रान्तों के पुनर्निर्माण की समस्या यहाँ पर खड़ी हुई तो हमारी सरकार की तरफ से कहा गया कि इसकी कुछ भी आवश्यकता नहीं है और उसके अनुसार जो संशोधन पेश किये जाने वाला था कि इसके लिये कमीशन की नियुक्ति होनी चाहिये, वह संशोधन नहीं पेश किया जा सका, लेकिन उसके बाद हम क्या देखते हैं, उसके कुछ ही महीनों बाद यह निर्णय किया गया कि प्रान्तों के पुनःसंगठन के लिये एक आयोग की स्थापना होगी। इस विषय में भी मेरा तो विचार यह है कि अभी मंत्री जी ने शायद इतनी गहराई के साथ इस प्रश्न पर विचार नहीं किया जितनी गहराई के साथ इस पर विचार किया जाना

चाहिये था। आज इस प्रजातंत्र के युग में जनता की आवाज सबसे बड़ी है, सर्वशक्तिमान जनता है और हम जितने लोग भी हैं सब जनता के सेवक हैं। जनता की आवाज को समय पर न सुनना यह एक ऐसा काम है जिसके बारे में मैं समझता हूँ कि जितना कम कहा जाय उतना अच्छा है, फिर भी मैं इस बात की आवश्यकता को अभी भी महसूस करता हूँ कि इस जंगल को साफ करने के लिये और एक नया रास्ता निकालने और नई पद्धति लाने के लिये जरूरत इस बात की है कि कुछ ऐसे लोग पूरा समय देकर इस विषय पर विचार करें जिनको कि इस बात का अनुभव भी हो और जो समझते हैं कि प्रजातंत्र के जो हमारे सामाजिक आदर्श हैं, उस आदर्श को पूरा करने के लिये किस तरह के सेवा मंडल की हमको जरूरत है, और उसकी आवश्यकता को वे महसूस करते हों। यह जो छुटपुट सुधार करने की बातें की जाती हैं और एक आध कमेटी नियुक्त की जाती है जिसमें एक आध सुझाव दे दिया जाता है और उनको काम में लाने के लिये कमेटीयाँ बँठा दी जाती हैं, मैं कहना चाहता हूँ कि यह बहुत पुराना तरीका है और इस तरीके से काम चलने वाला नहीं है। हमारा ख्याल है कि जिस तरीके से हमने विधान का निर्माण किया है, उसी तरह से शासन की पद्धति और शासन के यंत्र का निर्माण करने के लिये एक विस्तृत और व्यापक तरीके से छानबीन करने, सोचने और उपयुक्त निर्णय करने के लिये एक विशिष्ट आयोग की आवश्यकता है।

जैसे जैसे कमीशन या कमेटी के सुझाव इस सम्बन्ध में आते जायें वैसे वैसे इस ओर पद्धति में सुधार करा जाना चाहिये। बहुत अफसोस के साथ मुझे कहना पड़ता है कि जिस बुलन्दी के साथ जनता इस प्रश्न के ऊपर आवाज उठाती है, उतनी सहानुभूति के साथ सरकार इस पर नहीं सोचती है। मेरा कहना यह है कि अभी भाषण के समय हमारे माननीय मंत्री ने कहा था कि अब जो हमारी सर्बिसेज के लिये लोग नियुक्त किये जाते हैं उनके व्यक्तित्व की

परख के लिये 'हाउस पार्टी सिस्टम' का नया तरीका अख्तियार किया जा रहा है। हमारे मंत्री जी मुझे माफ करेंगे, जब मैं यह कहूँ कि जब इंग्लैंड में यह हाउस पार्टी सिस्टम कायम किया गया तो हिन्दुस्तान में भी वह तुरन्त आ गया। जब इंग्लैंड में यह हाउस पार्टी सिस्टम नहीं था तो हमारे देश में भी वहाँ का पुराना तरीका जबानी प्रश्न पूछ कर व्यक्तित्व परखने (*viva voce*) की प्रणाली जारी थी, और ऐसे प्रश्नोंतर में प्राप्त नम्बर के आधार पर नियुक्ति की जाती रही है।

Shri Datar: I do not know what the hon. Member is referring to.

Shri S. N. Das: You have referred to the house party system.

The Minister of Home Affairs and States (Dr. Katju): Appleby Report?

Shri S. N. Das: Even in the report of the Union Public Service Commission, it has been stated that instead of viva voce test, they are going to adopt some new system which is called 'house party test' system—which you referred to.

Shri Datar: I referred to personality test.

श्री एस० एन० दास : मैं यह कह रहा था कि यह जो सिस्टम है जिस के बारे में उन्होंने जिक्र किया है, उसमें कुछ सुधार भी हो तो भी उससे कुछ होने वाला नहीं है। मेरा ख्याल है कि रिफ़ॉर्मेट की जो पद्धति है उस में आमूल परिवर्तन करने की जरूरत है। बिना आमूल परिवर्तन किये हुए कितनी भी कमेटीयाँ कायम की जायें उस से काम चलने वाला नहीं है।

मैं माननीय मंत्री को इस बात के लिये धन्यवाद देता हूँ कि जिन्होंने इस बात को कबूल किया है कि इस प्रस्ताव के पीछे जो सिद्धान्त है वह सिद्धान्त उनको मंजूर है और उसके आधार पर वह अभी बहुत कुछ करने जा रहे हैं। उन्होंने यह भी आश्वासन दिया है कि सरकार की तरफ से जो भी काम होगा उसे संसद के सामने रक्खा जायेगा और अगर संसद समझौती कि

(श्री एस० एन० दास)

वह पर्याप्त नहीं हैं तो सरकार इस पर गौर करेगी कि इसके लिये आयोग बनाने की आवश्यकता है या नहीं। अन्धकार में यह एक प्रकाश की ज्योति मालूम होती है। कुछ दूर से ही सही, लेकिन सरकार इस बात को मानने के लिये तैयार है कि अगर इस तरह के आयोग की आवश्यकता होगी तो सरकार इस बात के लिये भी विचार करेगी और अगर संसद की राय होगी तो इस तरह का आयोग नियुक्त भी किया जायेगा।

श्रीक, सभानेत्री जी, आप ने कह दिया है कि २५वें मिनट पर मुझे खत्म कर देना है इसलिये मैं अपना कहना खत्म करने के पहले फिर यह बात कहना चाहता हूँ कि जनता की यह पुकार है, जिनके हम प्रतिनिधि हैं उन लोगों की यह पुकार है और जनता के साथ साथ जो यह सभा बैठे हुई है उसने भी गहराई से इस पर जोर दिया है। इसलिये इस बेहिस से सरकार को चेतावनी लेनी चाहिये और सरकार को सावधान होना चाहिये कि यह एक ऐसा प्रश्न है जिस पर दूरी करना सरकार के लिये नुकसानदेह है। मैं समझता हूँ कि सर्विसोज चाहे कितनी ही अच्छी क्यों न हों, लेकिन वह जनता में बदनाम हो चुकी हैं। बद अच्छा होता है लेकिन बदनाम अच्छा नहीं होता है। अगर आप अच्छे हैं तो जनता को मालूम होना चाहिये और संसार को मालूम होना चाहिये कि आप अच्छे हैं। लेकिन अगर आप अच्छे हैं और संसार को नहीं मालूम होता कि आप अच्छे हैं तो यह खतस्नाक बात है इसका इस प्रकार सुधारने की जरूरत है जिससे इस सभा का विश्वास और सार सभासदों का विश्वास, जो कि जनता का प्रतिनिधित्व करते हैं, सर्विसोज पर हो जाय।

एक और बात कह कर मैं खत्म करूंगा। हमारे मंत्री महोदय ने कहा है कि आर्गनाइजेशन एंड मंडेस डिवीजन कौन्सेल सेक्रेटरीयट में बन्दोबास किया है। यह प्रसन्नता की बात है, हालाँकि अभी यह मालूम नहीं है कि इस डिवीजन में जो काम करने वाले हैं उन की नियुक्ति कैसे हुई है या कैसे होगी। इसके

साथ साथ यह भी खुशी की बात है कि एक इंडियन इन्स्टिट्यूट आफ एडमिनिस्ट्रेशन, सरकार की तरफ से तो नहीं, लेकिन सरकार की मदद से कायम हुआ है, जो कि प्रशासन सम्बन्धी विषयों का लगातार अध्ययन करेगा और समय समय पर सरकार के नियमों को देख कर, सरकार के कामों को देख कर उसके सम्बन्ध में अपने सुझाव पेश किया करेगा। यह भी अन्दर में प्रकाश की ज्योति मालूम होती है। मुझे विश्वास है कि जो आश्वासन हमारे गृह उप-मंत्री जी ने दिया है उसके अनुसार जल्द से जल्द वह काम करेंगे।

सभानेत्री जी, आपकी आज्ञा से, जो प्रस्ताव मैंने रक्खा है और उसके सम्बन्ध में जो आश्वासन मंत्री महोदय ने दिया है और जो कार्रवाई सरकार कर रही है उसको देखते हुए सदन से अनुमति चाहूंगा कि इस प्रस्ताव को वापस ले लें।

Mr. Chairman: Order, order. Before the hon. Member finally withdraws his Resolution, there are certain amendments to be disposed of. I will put them to the House.

The first amendment stands in the name of Shri S. C. Samanta. Does he press it?

Shri S. C. Samanta (Tamluk): I press it.

Shri P. S. Naskar (Diamond Harbour—Reserved-Sch. Castes): The Resolution is withdrawn.

Shri Bogawat (Ahmednagar South): When the Resolution is withdrawn, there is no question of amendment.

Dr. Ram Subhag Singh (Shahabad South): The Resolution is withdrawn and there is no question of putting the amendments.

Mr. Chairman: I will put the amendment to the vote of the House.

Shri Raghunath Singh (Banaras Dist.—Central): There is no Resolution before the House.

Mr. Chairman: I will read the proviso to rule 309:

"Provided that if an amendment has been proposed to a motion, the original motion shall not be withdrawn until the amendment has been disposed of."

So I want to dispose of all the amendments first.

Shri S. C. Samanta: As the Mover has expressed his intention to withdraw the Resolution, I am not pressing my amendment. I wish to withdraw it.

The amendment was, by leave, withdrawn.

Mr. Chairman: The next amendment stands in the name of Shri G. L. Chaudhary. Is the hon. Member in the House? He is absent.

Mr. Chairman: The next amendment stands in the name of Shri Sinhasan Singh. Does he press it?

श्री सिंहासन सिंह : रजोत्यंशन वापस है तो एमंडमेन्ट भी वापस है ।

The amendment was, by leave, withdrawn.

Mr. Chairman: The next amendment is in the name of Shri Nageshwar Prasad Sinha.

An hon. Member: He is absent.

Mr. Chairman: The hon. Member is absent. Has he leave of the House to withdraw the amendment?

Shri Nand Lal Sharma (Sikar): On a point of order, Madam. When the Member is absent, how can he have the leave of the House to withdraw his amendment, unless he withdraws it himself?

Mr. Chairman: Then I will put the amendment before the House.

The question is:

"That for the original Resolution, the following be substituted, namely:

"In view of the fact that a number of Reports on the Reform of Public Administration have already been submitted, from time to time, by different authorities appointed by the Government of India in the past, this House urges upon the Government to submit a scheme for gradual implementation of the appropriate recommendations contained in those Reports and suggest ways for an early reorientation of the whole administrative structure, best suited to a Welfare State."

The motion was negatived.

Mr. Chairman: The next amendment stands in the name of Shri Raghbir Sahai. Does the hon. Member wish to press it?

Shri Raghbir Sahai (Etah Dist.—North East cum Budaun Dist.—East): I do not press it. I want to withdraw it.

The amendment was, by leave, withdrawn.

Mr. Chairman: The next amendment stands in the name of Shri B. K. Das. Does he press it?

Shri B. K. Das (Contai): I do not press it. I wish to withdraw my amendment.

The amendment was, by leave, withdrawn.

Mr. Chairman: The other amendment is of the hon. Member Shri G. L. Chaudhary, who is absent. I will put it to the House.

The question is... (Interruptions).

I really feel embarrassed to find that hon. Members do not observe the rules in the House.

[Mr. Chairman]

The question is:

"That for the original Resolution, the following be substituted, namely:

"This House is of opinion that Government should take immediate steps to reorganise the existing administrative machinery and methods at the Centre and, if necessary, constitute a permanent statutory Commission to advise the Government in the matter of reorganisation and reforms from time to time."

The motion was negatived.

Mr. Chairman: I will now put the original Resolution to the vote of the House.

Shri Datar: He is withdrawing it.

Mr. Chairman: The Hon. Member, Shri S. N. Das, who moved the resolution wants the leave of the House to withdraw his resolution. Has he got the leave?

Shri Gidwani: No.

Mr. Chairman: Then, I will put the resolution to the vote of the House.

The question is:

"This House is of opinion that a Commission be soon appointed to inquire into the working of the existing administrative machinery and methods at the Centre, covering particularly the following aspects with a view to suggesting comprehensive measures for reforming and reorganising the administrative set-up, namely:—

- (a) adequacy or otherwise of the existing enactments, rules and regulations regarding recruitment, training and conditions of services;
- (b) adequacy or otherwise of the existing All-India Services including the necessity and desirability of establishing an All-India Economic Service and Social Service;

(c) adequacy or otherwise of the existing rules, regulations and procedure regarding disciplinary action against Government employees;

(d) the existing trends of deterioration in the administration, the causes underlying them and possible short term remedies to arrest further deterioration and long term and urgent measure to stop the rot; and

(e) necessity and desirability of suitably changing the existing constitutional provisions with regard to the various safeguards provided for the existing services."

Shri Datar: Has not the resolution been withdrawn?

Some Hon. Members: No, no.

Mr. Chairman: I have already put the question. Those who are for the motion will say 'Aye'.

Some Hon. Members: Aye.

Mr. Chairman: Those who are against the motion will say 'No'.

Several Hon. Members: No.

Mr. Chairman: The 'Noes' have it.

Some Hon. Members: No. The 'Ayes' have it.

Sardar Hukam Singh (Kapurthala-Bhatinda): We have been asked to give our opinion. The House has given that opinion. The Chairman has to give her decision, whether the 'Ayes' have it or the 'Noes' have it. If once that decision is given, it is open to the Members to challenge that. Afterwards, the Chairman can call for the opinion of the House again. I request the Chair to give a decision after hearing the voice.

Shri Gidwani: The voices were heard and they were in favour of 'Aye'.

Several Hon. Members: No, no.

Mr. Chairman: I think the 'Noes' have it.

Shri Karmarkar: Let there be a division.

Mr. Chairman: Yes.

[MR. DEPUTY-SPEAKER in the Chair.]

Mr. Deputy-Speaker: Hon. Members will kindly resume their seats,

The question is:

"This House is of opinion that Commission be soon appointed to inquire into the working of the existing administrative machinery and methods at the Centre, covering particularly the following aspects with a view to suggesting comprehensive measures for reforming and reorganising the administrative set-up, namely:—

- (a) adequacy or otherwise of the existing enactments, rules and regulations regarding recruitment, training and conditions of services;

(b) adequacy or otherwise of the existing All India Services including the necessity and desirability of establishing an All India Economic Service and Social Service;

(c) adequacy or otherwise of the existing rules, regulations and procedure regarding disciplinary action against Government employees;

(d) the existing trends of deterioration in the administration, the causes underlying them and possible short-term remedies to arrest further deterioration and long-term and urgent measures to stop the rot; and

(e) necessity and desirability of suitably changing the existing constitutional provisions with regard to the various safeguards provided for the existing services."

The House divided: Ayes 34; Noes 117.

12-42 P.M.

Division No. 7.

AYES

Bhawani Singh, Shri
Chaudhuri, Shri T. K.
Chowdhury, Shri N. B.
Damodaran, Shri N. P.
Das, Shri B. C.
Das, Shri S. N.
Gadilingana Gowd, Shri
Gidwani, Shri
Gurupadaswamy, Shri M. S.
Hukam Singh, Sardar
Kelappan, Shri
Khardekar Shri

Mishra, Pandit S. C.
More, Shri S. S.
Mukerjee, Shri H. N.
Murthy, Shri B. S.
Nair, Shri N. Sreekantan
Nambiar, Shri
Nanadas, Shri
Nathani, Shri H. R.
Nayar, Shri V. P.
Patnaik, Shri U. C.
Punnoose, Shri

Randaman Singh, Shri
Rao, Dr. Rama
Reddi, Shri Ramachandra
R Shri
Sharma, Shri Nand Lal
Singh, Shri
Subrahmanyam, Shri K.
Swami, Shri Sivamurthi
Veeraswamy, Shri
Verma, Shri Ramji
Waghmare, Shri

NOES

Abdus Sattar, Shri
Achuthan, Shri
Altekar, Shri
Barman, Shri
Barupal, Shri P. L.
Basappa, Shri
Bhagat Shri B. R.
Bhargava, Pandit Thakur Dass
Bhatt, Shri C.
Bheekha Bhai, Shri
Birbal Singh, Shri
Braichwar Prasad, Shri

Brohmo-Choudhury, Shri
Chaliha, Shri B. P.
Chandrasekhar, Shrimati
Chatterjee, Dr. Susilranjan
Chaturvedi, Shri
Chaudhuri, Shri R. K.
Chinaria, Shri
Choudhuri, Shri M. Shaffee
Dabhi, Shri
Das, Dr. M. M.
Das, Shri B. K.
Das, Shri K. K.

Das, Shri N. T.
Datar, Shri
Deb. Shri S. C.
Deshmukh, Dr. P. S.
Dube, Shri Mulchand
Dubey, Shri R. G.
Dwivedi, Shri M. L.
Fotedar, Pandit
Ganga Devi Shrimati
Gounder, Shri K. P.
Ibrahim, Shri
Iyyani, Shri E.

Iyyunni, Shri C. R.
 Jagjivan Ram, Shri
 Jain, Shri A. P.
 Jayashri, Shrimati
 Jena, Shri Niranjan
 Jethan, Shri
 Joshi, Shri N. L.
 Kakkan, Shri
 Karmarkar, Shri
 Katham, Shri
 Kazmi, Shri
 Keshavaiengar, Shri
 Keskar, Dr.
 Khongmen, Shrimati
 Khuda Baksh, Shri M.
 Krishna Chandra, Shri
 Krishnamachari, Shri T. T.
 Lal, Shri R. S.
 Lallanji, Shri
 Laskar, Shri
 Mahodaya, Shri
 Majhi, Shri R. C.
 Malaviya, Shri K. D.
 Mandal, Dr. P.
 Masuodi, Maulana
 Masuriya Din, Shri
 Mishra, Shri L. N.

Mishra, Shri Lokenath
 Mishra, Shri M. P.
 Misra, Shri B. N.
 Misra, Shri R. D.
 Mohd. Akbar, Sofi
 Morarka, Shri
 Mushar, Shri
 Naskar, Shri P. S.
 Nehru, Shrimati Uma
 Neswi, Shri
 Palchoudhury, Shrimati Ila
 Pannalal, Shri
 Parmar, Shri R. B.
 Patel, Shri B. K.
 Pillai, Shri Thanu
 Rachiah, Shri N.
 Radha Raman, Shri
 Raghurib Sahai, Shri
 Raghunath Singh, Shri
 Raghuramaiah, Shri
 Ram Dass, Shri
 Ram Saran, Shri
 Ram Subhag Singh, Dr.
 Ramaswamy, Shri S. V
 Ranbir Singh, Ch.
 Richardson, Bishop
 Sahu, Shri Rameshwar

Saigal, Sardar A. S
 Sanganna, Shri
 Satish Chandra, Shri
 Sen, Shrimati Sushama
 Sawal, Shri A. R.
 Sharma, Shri D. C.
 Sharma, Shri R. C.
 Shastri, Shri Algu Ra i
 Shukla, Pandit B.
 Siddananajappa, Shri
 Sinha, Shri G. P.
 Sinha, Shri Nagesbwar Prasad
 Snatak, Shri
 Subrahmanyam, Shri T.
 Suresh Chandra, Dr.
 Swamindhan, Shrimati Ammu
 Tek Chand, Shri.
 Thimmaiah, Shri
 Thomas, Shri A. M.
 Tiwary, Pandit D. N.
 Uikay, Shri
 Vaishnav, Shri H. G
 Vaishya, Shri M. B
 Verma, Shri M. L.
 Venkataraman, Shri
 Vyas, Shri Radhe Lal
 Wodeyar, Shri

The motion was negatived.

RESOLUTION RE RESERVATION OF PRODUCTION OF SAREES AND DHOTIES FOR HANDLOOM INDUSTRY

Mr. Deputy-Speaker: Shri Sadhan Gupta—absent. We will now take up the resolution of Shri Sivamurthi Swami.

Shri Sivamurthi Swami (Kushtagi): Sir, I beg to move the following resolution:

“This House is of opinion that with a view to giving a fillip to the Handloom Industry, the production of all Sarees and Dhoties should be reserved for that Industry.”

उपाध्यक्ष महोदय, मैं यह अपनी खुश किस्मती समझता हूँ कि दो साल तक बराबर प्रयत्न करने के बाद और अपना रोज़ाल्यशन इस विषय पर डालने के बाद मेरी लक ने फेवर किया और मुझे अपने रोज़ाल्यशन को हाउस के सामने रखने और उस पर बोलने का अवसर मिला। इस मौके पर मैं अपनी तमाम जिम्मेदारियों को महसूस करते हुए हाउस के सामने यह अपना

प्रस्ताव उस की मंजूरी के लिये पेश कर रहा हूँ।

जहाँ यह चीज दुरूस्त है कि इंसान की जिन्दगी के लिये खाना, कपड़ा और मकान ये तीन जरूरी चीजें हैं वहाँ यह बात भी दुरूस्त है कि कपड़ा देश की एकोनामी में एक बहुत अहम स्थान रखता है और जब तक इसका समुचित प्रबन्ध नहीं होता तब तक मुल्क के लिये कोई इन्तजाम करना बेकार है।

अब मैं इस विषय पर आता हूँ और मैं आपको बतला देना चाहता हूँ कि हिन्दुस्तान में जितनी भी इंडस्ट्रीज हैं, उनमें ज़लाहे लोगों की यह हैंडलूम इंडस्ट्री काँट्रिज इंडस्ट्रीज में एक बहुत अहम इंडस्ट्री समझी जाती है। मैं हाउस को यह भी बतलाना चाहता हूँ कि तकरीबन एक करोड़ आदमी इस हैंडलूम इंडस्ट्री के सहारे अपनी जिन्दगी बसर करते हैं।

खास तौर पर बहुत कदीम जमाने से हिन्दुस्तान भर में सिर्फ वही लोग कपड़ा