

Mr. Deputy-Speaker: This discussion will continue tomorrow.

18.14 hrs.

***INDIAN INSTITUTE OF PUBLIC
ADMINISTRATION**

Mr. Deputy-Speaker: We now take up the half-hour discussion. I may just say for the information of hon. Members that ten minutes would be taken by the hon. Member who starts the discussion, ten minutes by the hon. Minister and then the balance of ten minutes may be utilised for questions. I have got notice from three hon. Members who want to put questions. Now, Shri Tangamani is absent. So, Shri Sampath may start the discussion.

Shri Sampath (Nawakkal): Mr. Deputy-Speaker, Sir, this discussion arises out of the answers given on the 29th February, 1960 to Starred Question No. 646. I fully realise the responsibility in raising such discussions which pertain to a matter of an institution.

First of all, I want to give out the figures of the sums allotted to the Indian Institute of Public Administration by the Government of India. In fact, it is the amount allotted that has created an amount of interest and curiosity in the mind of this House. From 1954-55 to 1959-60, the total amount sanctioned by the Government of India as grants-in-aid amounts to Rs. 53.37 lakhs. This answer was given on the morning of 29th February. The same evening, the General Budget for 1960-61 was presented in this House and we were surprised to find that in addition to the already allotted sum of Rs. 53.37 lakhs, another sum of Rs. 10.86 lakhs is to be given as grants-in-aid this year to that Institute.

In addition to this, this institute is receiving a very fabulous amount as a grant from the Ford Foundation.

its Fifth annual report, we find something mentioned about this grant:

"Mention was made in the last report of the two instalments of the Ford Foundation grant each of 166,666 dollars which had been received. The third instalment is awaited."

Then there is a curious thing:

"The second instalment of the Ford Foundation grant is kept with our bankers in New York and it is primarily meant for financing the institute's activities abroad."

It is very extraordinary to have this amount in a New York bank and to incur expenditure whenever these people go to America. I want to know, what is the harm in getting the necessary foreign exchange like any other body or person through the Reserve Bank, when needed after submitting the types and items of expenditure? But they seem to find it very convenient and comfortable to have this amount in a New York Bank. This is a very curious aspect.

Thus, they are getting really a very large sum from two powerful organisations, one from Government and another from the Ford Foundation. If we look at the pattern of expenditure incurred by the Institute, it is really rather more curious. In the Budget estimates for 1959-60 of the India Institute of Public Administration, we find that for conferences abroad a sum of Rs. 20,000 is allotted; for pay and allowances Rs. 3,70,000; office expenses Rs. 1,20,000. This is so far as the Institute is concerned. The institute includes the Indian School of Public Administration also. Also the Budget estimates of the Indian School of Public Administration: for 1959-60 indicate the pay of teaching staff regular; as Rs. 79,200; pay for visiting professors part-time as Rs. 10,000; office staff as Rs. 23,500; and for office expenditure Rs. 25,000.

*Half-an-hour discussion.

In the balance-sheet as at 31st December, 1958, we find something else. For furniture and fixtures at cost as per last balance sheet plus additions during the year, it comes to about Rs. 72,462.26 nP.

There is one other item which really baffles us. In the Assets column of the Balance Sheet given in the Fifth Annual Report of the Institute there is an item "Travelling Allowance advances" which amounts to Rs. 1,93,507.92. Although it is given out in the memoranda and other reports that it has different activities such as convening seminars, arranging meetings, convening conferences, running the school etc. the most fascinating item of activity for the Institute seems to be: travel abroad, travel abroad. In every budget, in every balance sheet we find provisions like Rs. 20,000 or Rs. 40,000 or Rs. 50,000 for travel abroad, so much so that in the assets side in the present balance sheet we find an item "Travelling Allowance Advances" to the tune of Rs. 1,93,507.92.

Then, although these grants have been given and so much of expenditure has been incurred, what is it that they have produced? What is the result that has come out of this huge expenditure? The hon. Minister was pleased to give in her statement the number of students admitted to the Indian School of Public Administration since its inception. In 1958-59 the total number was 33 and in 1959-60 the number was 32. So, 65 students have been admitted according to her statement. But when we read their Annual Report, 1958-59, this is the dismal story that comes before our eyes. In the Annual Report of the Indian School of Public Administration, 1958-59, page 4, it is stated:

"For admission to the courses in 1958-59 there were 133 and 99 applicants for seats in the first and second year classes respectively, and 20 and 28 respectively were called for interview. Nine and 18 joined the classes, but 7

and 10 respectively dropped for one reason or other."

I say that this is a very extraordinary situation though one might not hesitate to call it ridiculous. With all this huge expenditure, with all this paraphernalia, this is the affair or thing which is going on there—one class consisting of only two students and another consisting of 14 students. Also, this includes 6 officers from the States of West Bengal, Orissa, Kerala, Mysore and Madhya Pradesh who were students in the second year class, deputed by their State Governments.

In this connection, perhaps it would not be improper for me to recall what a Minister of a State told me in a casual talk when I enquired of him about this Institute. I asked him "What is your experience with regard to this Institute?". He said "Not very heartening. We sent an officer to get trained in the school. You know what happened? That officer was asked to take classes, and he was not taught anything". This shows that the School has no plan at all. This is not due to lack of efficient persons in the school. I hear, that it is the great munificence of this Government has created an inertia in that school. Now that they have got money, they have started scratching their heads for new plans. They do not know what to do with their money. They ask students who get admitted into the School to take classes and then send them back without any training. The Minister said that it was a waste in every respect. He said "We lost his services for that period and he did not get any training. He was asked to take classes". This is what the Minister said and, remember, the Minister is a very responsible Minister, a very popular person even in North India.

The purpose of our raising this discussion is to know what happens there. Perhaps, the hon. Minister may be in possession of some information which is not available to us. In this connection, I would like to say that it was with very great diffi-

[Shri Sampath]

culty that I was able to lay my hands on four or five Reports published by the Institute. When I went to the Lok Sabha library and asked the Librarian whether he could supply me any publication that concerns this Institute, he said nothing was available. It is rather surprising. We have given them Rs. 53.37 lakhs so far, and we want to give them another Rs. 10.86 lakhs this year, but not even a single report has been sent to the Lok Sabha library; even though the Institute of Public Administration and School of Public Administration are sending their students here to utilize our library during the inter-session period.

Our Library is catering to those students in spite of the fact that they have erected a big building worth lakhs of rupees and have a library at a considerable cost. The cost of the building is Rs. 32 lakhs. When there are thousands of students, young children stranded out in the streets for lack of proper schools facilities there is a school which does not know what to do in that building which had been completed within three years of the Institute's inception. It has got a huge building costing Rs. 32 lakhs. The Institute is very proud of its membership.

Mr. Deputy-Speaker: The hon. Member's time is up.

Shri Sampath: Just one minute. I will say only one thing more.

It very proudly announces in its Fifth Annual Report, page 17, that—

“On the whole, the Institute has made good progress during 1958 in regard to both operational and organisational aspects of programme of work. Membership has reached the figure of 1220;”

It very proudly announces that here, but what we find in the Balance Sheet makes very interesting reading. In the 5th Annual Report, we find a Balance Sheet as at 31st December,

1958. And the 13th item in the Assets column, “Book Debts (Considered good), for subscriptions receivable as Rs. 20,010:25 nP.” So, the subscription arrears are more than Rs. 20,000. The membership is 1,220. Practically, I am afraid, 99 per cent members would not have contributed their subscription amount, otherwise the arrears need not amount to such a figure. Why are the members who are very eminent persons in different walks of life reluctant to pay their subscription? Is it because the Government of India is paying lakhs or millions of rupees and the Ford Foundation is paying millions of rupees? They turn out no considerable work. To get these books, as I was narrating, it was a great job. Even now I am not able to get two Annual Reports. They are not there. They, the Institute people, are searching for them still. Frantic phone calls have been made from our Parliament Library but they are not able to supply them. This is the state of affairs.

As there is no time, I do not want to make any other new point. As the Ministry is making so much contribution. I would request the hon. Minister to see that this Institute is brought under some official check and control. Now it is not under the University Grants Commission. It is not under the Ministry of Education. It is not under the Ministry of Home Affairs. It is a super-autonomous body which submits to no one. It receives so much money which no other university or institution in this land is able to receive irrespective of its efficient working.

Mr. Deputy-Speaker: Shri Sharma He can only ask a question or two.

Shri D. C. Sharma (Gurdaspur): I want to ask questions. I do not want to make a speech. I am not in a mood to make a speech.

How many foreign lecturers have been invited by this Institute and what is the sum paid to them? Is it

not a fact that one Professor Herman came here and spoke on programme budgeting and was paid Rs. 1,100 per day in addition to boarding, lodging and other facilities? Has any book by that gentleman been published? May I also know if any administrative problems are referred to this Institute for study? There are other bureaux where such problems are discussed and studied. Have any problems been referred to this Institute for study? At the same time I want to know if any publications have been brought out by this Institute—publications bearing upon research in administration and other things? I also fail to understand the difference between the Indian Institute of Public Administration and the Indian School of Public Administration. I do not know what it means. I would like to know how the money that is being given is being spent for the training of those young men who go there for producing works of research and for carrying on research in specific problems of administration.

Shri Harish Chandra Mathur (Pali): I would ask just two or three questions but they will have to be in certain background. Is it not a fact that this Institute is represented by elected officials and non-officials who are the most eminent persons in this country?

Is it not a fact that all the expenditure is scrutinised not only by an executive council consisting of all these members but is also placed before a general body and is passed annually after discussion which is held under the Presidentship of the Prime Minister himself?

Is it also not a fact that the Ministry of Finance is represented on the executive body and that a thorough scrutiny about the expenditure incurred was made and even an economy committee was set up by the executive itself to check and see that not a single pie is mis-spent?

I would also like to know whether it is not a fact that this Institute is on the lines of one of those highly

spoken of international institutes, on the lines of those institutes which you have in almost all the developed countries, like, U.K., U.S.A. and all other places and that this Institute's work has been spoken of with the highest approbation not only by the most eminent persons visiting this country but also from the places abroad, and this Institute has produced at least a dozen documents which are of extremely great value to the Administration and that these seminars have been held under the Chairmanship of persons....

Mr. Deputy-Speaker: The hon. Member is not putting questions, but he is giving information.

Shri Harish Chandra Mathur: This is an institute, it is not a Government department. It is quite an extraordinary thing.

Mr. Deputy-Speaker: But all this information will be given by the hon. Minister.

Shri Harish Chandra Mathur: The hon. Minister will give the information. That is absolutely true. I have asked definite questions as to how many documents have been produced and whether any useful documents have been produced by this Institute through the seminars and all that.

Shri S. M. Banerjee (Kanpur): How is it that most of the members of this Institute are the officials of the Ministries, like, Home, Finance and Planning? I want to know whether such institutes are functioning in such an autonomous capacity in other countries. I also want to know how many members pay a subscription regularly.

What is the actual qualification of Shri N. Menon, the member of this Institute? I want to know whether he holds any diploma in Public Administration, how he was selected, how he was appointed and how he is continuing there without any qualification in Public Administration.

[Shri S. M. Banerjee]

Is it not a fact that the Government has given another sum of Rs. 10 lakhs when the Institute has failed to bring the desired result?

Shri N. R. Muniswamy (Vellore): Will the hon. Minister be pleased to tell us the persons who are actually working in the Institute and also their antecedents so that we may have a full appreciation of its working?

Mr. Deputy-Speaker: All the antecedents also. Then perhaps an encyclopaedia might have to be prepared.

Shri Sugandhi (Bijapur North): I want to know why is it that this particular Institute is being nursed by the Finance Ministry instead of the Home Ministry or the Education Ministry?

Another thing that I want to know is: has the Director written any books on Public Administration? Are any records of his lectures being kept and published? Why is it that this particular Institute does not attract even the Delhi unemployed graduates when a sum of Rs. 100 is paid as scholarship every month?

Mr. Deputy-Speaker: The hon. Minister.

The Deputy Minister of Finance (Shrimati Tarkeshwari Sinha): Mr. Deputy-Speaker, Sir, many hon. Members have raised various points. Shri Harish Chandra Mathur has answered to a certain extent the objections and the criticisms made by certain Members. opposite.

Mr. Deputy-Speaker: But he prefaced every observation with a question, "is it not?"

Shrimati Tarkeshwari Sinha: I think the hon. Member is very much well informed, and I think what he has asked is the truth.

The idea of establishing an institute of public administration was in the First Five Year Plan Report itself. The transformation of a law and order State into a Welfare State and the expanding tempo of development made the Government and the country feel that there was necessity for a growing number of personnel to be trained in details of public administration and organisation. As I said, the Planning Commission first studied this matter, and Mr. Paul Appleby who came here and reported in 1953 also recommended that Government should sponsor such an institute to give training to the personnel in this country for taking more responsibility, and therefore with this idea this institute was established.

As I had stated in my answer to the Question, the Institute was established in 1954, and the school, under the auspices of the Institute, started functioning only in 1958, that is quite recently. The idea was to impart a type of training which is not easily available, and to conduct various type of researches and studies for which facilities are not available, in various universities, and as Shri Mathur has pointed out, such institutes for specialised training and study exist in many advanced countries of the world.

Shri Sampath: Under universities.

Shri Harish Chandra Mathur: No, no.

Shrimati Tarkeshwari Sinha: Therefore, this Institute was established with the idea of imparting specialised training and research, and I can tell the House that this Institute has been doing wonderful work in the field of research, in the field of holding seminars on specialised subjects, in the field of having discussions, group discussions, in the field of bringing out certain detailed knowledge about the system of administrative working in India; cer-

tain researches have also been made as to how to streamline the administrative system to make it more productive.

I have no time to go into the details of the number of publications that have been brought out by this Institute, the number of seminars conducted etc. (*Interruptions*). I do not know why they are interrupting me without listening to me properly.

Objections have been raised about the grant given by the Ford Foundation, and it has been asked why it has been kept in the New York Bank. As perhaps the House knows, this grant, a very substantial grant of Rs. 16.5 lakhs, was made by the Ford Foundation before the Institute started working. That is, the whole purpose of this grant was to encourage the future prospects of the Institute which was just going to be started. This grant has been financing certain conference, rather the expenditure involved on delegates attending those conferences. The grant is also being utilised for paying the visiting lecturers and professors. This grant is being utilised for awarding fellowships to certain trainees who have gone abroad. Therefore, it was much more convenient for this grant to remain there because it involves foreign exchange, and it was also easy to pay there in foreign exchange the visiting professors who were coming here.

Shri Nagi Reddy: (Anantapur): Who administers the grant?

Shrimati Tarkeshwari Sinha: But I can tell the House that all these payments and sanctions have got the approval of the Government of India. Whatever has been sanctioned has been sanctioned with the Government's approval.

Objections have been raised to the total grant that has been given by

Government so far, which comes to Rs. 53.37 lakhs. A very big amount from this has gone towards the construction of a building, a hostel and staff quarters. Members of Parliament here have come forward time and again and pleaded for the establishment of hostels in educational institutions, and stated that the educational institutions should not be run in small hutments on the wayside, but should have a proper location, a proper building, and the students must have facilities for having a proper hostel accommodation; and that the staff who come from outside must also have proper residence facilities here. All these things have been brought up before this House time and again, and I think they are very reasonable suggestions. Those very suggestions were taken into consideration. If we did not provide a hostel for this institute, then the students who come mostly from all over India, would have found it very difficult, if not impossible, to get accommodation. Therefore, it was very necessary for the institute not only to construct its own buildings, because it is doing so much of diversified work, but also to construct a hostel and staff quarters. It is not that this institute is only connected with training and educating students, it has also to do research work; it has to hold seminars, conferences and it has to have a good and decent library for doing research work. This institute is doing some type of work for the first time on an experimental basis; there are so many things which are being studied by this institute for the first time. So, it does require a good background of a good library and good reading material, so that the students who want to do justice to their subject may have ample facilities. Therefore, all these things, had to be considered, and, therefore, such a big sum went towards the construction of buildings. So, this expenditure has not only been incurred on the institute building, it has also been incurred on the hostel and the staff quarters.

[Shrimati Tarkeshwary Sinha]

Another point was raised about the number of students. The school, whose primary purpose is to teach, was started only in 1958, and not much time has elapsed to warrant our saying that a sufficient number of students have not come forward. For the first year, the number of students who took training in the institute was: Private individuals: 27; State Government officers: 6. In 1959-60, the number of private individuals came to 26, and that of State Government officers and university teachers came to 6. Three types of students come here for training and study; one is the category of students who have a Bachelor's or Master's degree; another type of students who come here are university teachers who want to undergo specialised training in public administration.

Shri Sugandhi: That is misleading. They only give diplomas, not Master's degrees.

Shrimati Tarkeshwari Sinha: The third category of students who come here is that of officers from the State Governments who come on deputation. It is not really an international lapse on the part of the institute that so many State Governments have not yet found any representation here. This lack of representation of certain States has just been an accidental matter. There was no bar on the State Governments sending their officers here for training; some of the State Governments have not taken advantage of this institute, because they might not have found it possible to send their officers here either because of their inability to spare suitable officers because of the additional expenditure that would devolve on them for meeting the pay and allowances of the officers during the period of training, and, therefore, certain States have not yet represented. But there is no lapse on the part of the institute at all. It is the State Governments who have not come forward to send their officers or their nominees. We hope that the other

State Governments also would utilise the services of such a good institute as this which is offering such specialised training and facilities for study and research work.

Another point was raised, that representation has not been given properly on a regional basis. This Institute has an all-India composition and all-India spirit and it cannot work on a bias of certain regional representation. It is possible that people round about Delhi might be taking more advantage of this Institute because it is so near. That is a natural phenomenon. If they want to take advantage of this circumstance, should the doors of the Institute be shut for them? This has nothing to do with regional representation. Naturally, when a number of students come and they have to be admitted, it should be at the choice and discretion of the Institute to admit the number of students according to its capacity. Naturally, when the students come for admission, their merit will be taken into account. If a certain number of students has not admitted, it is because they could not come up to the standard and merit prescribed.

Then the question of financial difficulties always comes. On the one hand Members of Parliament raise the objection that so much grant has been given. An Institute of this order, which has got a limited membership, which has started only a few years back does not get much of financial grant from private sources. But because of its national spirit and the national service that it is doing and the pioneering work that it is doing in certain administrative spheres, it was thought that the deficit of this Institute should be met by Government grant. But all the time Government have been reminding them to reduce their expenditure and to meet their recurring expenditure from out of their own fees for membership and other income. We have been assured that in future the Institute will depend more and more on their own subscriptions. But for

the present, this was not possible because of the very limited membership and because the fees charged from the students who are getting training are not at all sufficient to cover even the recurring expenditure of this Institute.

From the figures supplied, we find that the non-recurring expenditure has been considerably reduced, but the recurring expenditure has gone up. The recurring expenditure has gone up naturally because of the expansion of the activities of the Institute. The latest figures are that the recurring expenditure has gone up to Rs. 7.27 lakhs, and the non-recurring expenditure has gone down from Rs. 16.73 lakhs to Rs. 5.65 lakhs. Therefore, we see that the non-recurring expenditure is considerably reduced and we hope that in future it will be reduced further.

I may also point out that the Government of India have made it very clear to the Institute that they have to restrict their expenditure and though we do not interfere in the day to day activities of the Institute—and we do not propose to interfere in their day to day activities—we have advised them to work to a programme on a grant not exceeding Rs. 9 lakhs per annum recurring and non-recurring expenditure.

Then certain points were raised about the expenditure involved in travelling. I may point out that most of this expenditure coming under this item of travelling allowance is on account of the travelling expenses of the delegates attending the international conference. Shri Harish Chandra Mathur has already mentioned about international conference. The name of the international Institute is the International Institute of Administrative Sciences and its headquarters is in Brussels. This is a very very respectable International Institute to which many countries which have any sort of Institutes of Public Administration or allied institutions send their delegates. We have also been sending our delegates to this Institute and also to a round table

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conference which takes place at the same time.

As Shri Harish Chandra Mathur pointed out, this International Institute of Administrative Sciences has been giving some very valuable and constructively useful suggestions. The discussion which were held at these international conferences have been extremely useful.

Now, I would like to give the break-up of the figures because the first Member who raised this discussion specifically mentioned that. In 1958-59, the Institute incurred an expenditure of about Rs. 25,000 on account of travelling expenses of the three delegates attending this international conference. This Institute, as an independent member of that International Institute of Administrative Sciences, like many other countries, also acts as a national section representing this country. This conference is an annual feature and they have their conferences and round table talks. For 1958-59, we sent three delegates; and that is the practice of every country to send three delegates.

During 1958-59, again the Institute had to incur an expenditure of about Rs. 30,000 on the travelling expenses of the five school teachers deputed for further training abroad. These teachers went under the auspices of this Institute for training in U.S.A.

A further amount of about Rs. 39,000 was spent on the passage money to 6 Fellows deputed to go abroad by the school. This Institute deputed these people for fellowships and they went there. They were not provided any extra travelling allowance but they were provided with allowances for their stay and study there.

During 1959-60, the Institute expects to spend only about Rs. 10,000 on conferences abroad. The expenditure on fellowship has also been reduced to about Rs. 5,000. For the year 1960-61, the budgeted expenditure on con-

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ference is Rs. 10,000 and for fellowship it comes to Rs. 10,000. The expenditure on fellowships for 1959-60 and 1960-61 do not provide any amount for travelling expenses.

An Hon. Member: What about the metric conference expenditure?

Shrimati Tarkeshwari Sinha: There was another point raised by the hon. Member about the position of this Institute. It is a good institute. I would request the hon. Members to see the Annual Report of the Institute which is before me. I do not want to waste the time of the House and the hon. Members.....

Shri Nagi Reddy: Where is the Annual Report? Is it in the Library?

Shrimati Tarkeshwari Sinha: It will certainly be in the Library.

An Hon. Member: It is not available in the Library.

Mr. Deputy-Speaker: The Members have complained that they have searched for it and asked the Librarian and he could not supply them this Report. That was the complaint that even a copy is not here in the Library. Though the students from there come here and study some of their reports are not here.

Shrimati Tarkeshwari Sinha: It is the usual practice for every published document to be placed in the Library. If it has not been placed, I shall see that it is place. But I may just say that the hon. Members did not bring it to our notice. If they had brought it to our notice, copies would, certainly, have been placed in the Library. This is a public document and there is no secrecy about it. This is an audited document, which is audited every year by the Comptroller and Auditor-General. Therefore, if the copy is not in the Library, I shall certainly get it and have it placed in the Library.

Shri N. R. Muniswamy: Is it audited by the Government Auditor or by its own auditor?

Shrimati Tarkeshwari Sinha: I shall ask the Institute to supply the Library with a copy of the report. I shall certainly place it in the Library of Parliament. This is the Institute's document.

Mr. Deputy-Speaker: When the Government is spending so much on this Institute those people who are managing it should feel that it is their concern to see that whatever is published or produced by them is sent here to the Library so that the hon. Members might know what is happening or being produced there.

Shrimati Tarkeshwari Sinha: Certainly, I shall have it supplied. But hon. Members raised this question whether it is the Government's responsibility or whether it is the Institute's responsibility. (*Interruption*).

An Hon. Member: What about that Professor who was paid Rs. 1000 a day?

Mr. Deputy-Speaker: Everything cannot be discussed within half an hour; and even that time is out.

Shrimati Tarkeshwari Sinha: I do not know what argument is there for the supply of a copy to the Library and why the hon. Member is taking so much time of this House on this issue.... (*Interruptions.*)

There is another point—composition of the executive council, of which the Prime Minister is the President and the Deputy Chairman of the Planning Commission is the Vice President. If you see the composition, it is a very respectable composition; because the Government is giving such a big grant and is giving annually such big grants, Government is anxious that certain representatives of the Government are there in this executive council. We examine their budget estimates and

we make a detailed examination. We do want to make it very clear that the Government does not propose to go into or interfere in the day-to-day administration of this Institute. I can assure the House that the Government has been examining and also the executive council though elected has such important representatives of the Government on it, has been examining their proposals. Then the budget estimates come to the Ministry of Finance and then our officers also examine the accounts minutely and in great detail. We take all pains to see that extra expenditure is not incurred unnecessarily. Therefore, there is no cause to worry or feel anxious that a lot of money is being drained about.

I must conclude my speech by saying that this Institute has been doing very useful work and the Government thinks that in the future it will depend less and less upon the Government grants. But Government also thinks that to a certain extent the recurring losses should be made up by the Government contribution.. (Interruptions) Thank you, Sir.

18.58 hrs.

The Lok Sabha then adjourned till Eleven of the Clock on Thursday, the 31st March, 1960|Chaitra 11, 1882 (Saka).