

SHRI D. C. SHARMA : All officials !
No non-officials ?

DR. TRIGUNA SEN : Are they not scientists ? I do not agree that they are not scientists—men like Dr. Kothari and Dr. Pal who are responsible for implementation.. (Interruption)

SHRI BAL RAJ MADHOK : Who, among them, is connected with applied research ?

MR. SPEAKER : Next Question..

DR. TRIGUNA SEN rose—

MR. SPEAKER : Next Question.. Mr. Shiv Kumar Shastri.. May I request the hon. Minister to sit down now ?

SHRI D. C. SHARMA : The hon. Minister is a good friend of mine, but he has been caught on the wrong foot today.

प्रशासनिक सुधार आयोग द्वारा प्रस्तुत
प्रतिवेदन

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* 395. श्री शिवकुमार शास्त्री :

डा० सूर्य प्रकाश पुरी :

श्री रामावतार शर्मा :

श्री प्रकाशवीर शास्त्री :

श्री ओंकार लाल बेरवा :

क्या गृह-कार्य मंत्री यह बतान की कृपा करेंगे कि :

(क) सरकार को प्रशासनिक सुधार आयोग से किन-किन विषयों के बारे में प्रतिवेदन मिले हैं;

(ख) क्या सरकार ने उनमें से कुछ प्रतिवेदनों को कार्यान्वित करने का निश्चय किया है; और

(ग) शेष प्रतिवेदनों के बारे में सरकार कब तक अन्तिम रूप से निर्णय कर सकेगी ?

गृह-कार्य मंत्रालय में राज्य मंत्री (श्री बिद्या चरण शुक्ल) : (क) से (ग). सदन के सभा पटल पर एक विवरण रख दिया है।

विवरण

(क) विषय तथा प्रस्तुत करने की तारीख :
20-7-1968।

(i) नागरिकों की शिकायतों के निवारण की समस्याओं पर प्रतिवेदन—
20-10-1966;

(ii) योजना के लिए व्यवस्था पर अन्तरिम प्रतिवेदन—29-4-1967;
अन्तिम—14-3-1968;

(iii) सरकारी भेद उपक्रमों पर प्रतिवेदन—17-10-1967;

(iv) वित्त, लेखा व लेखा-परीक्षा पर प्रतिवेदन—13-1-1968;।

(v) आर्थिक प्रशासन पर प्रतिवेदन—

(ख) इन प्रतिवेदनों की प्रक्रिया के बारे में स्थिति इस प्रकार है :

(i) नागरिकों की शिकायतों के निवारण की समस्या पर प्रतिवेदन

संस्थानिक व्यवस्था को स्थापित करने के सम्बन्ध में प्रमुख सिफारिश, जिस में लोकपाल और लोकायुक्त भी शामिल हैं, कुछ संशोधनों के साथ स्वीकार कर ली है। इस विधेयक नामतः "लोकपाल और लोकायुक्त विधेयक 1968" 9 मई, 1968 को लोक सभा में पुनः स्थापित किया गया था और अब वह संसद के दोनों सदनों की एक संयुक्त समिति को भेजा हुआ है।

(ii) योजना के लिये व्यवस्था पर अन्तरिम प्रतिवेदन

इस प्रतिवेदन में समाविष्ट सिफारिशों पर सरकार के निर्णय बतलाने वाले 17 जुलाई, 1967 को लोक सभा में प्रधान मंत्री के वक्तव्य की ओर ध्यान आकर्षित किया जाता है।

(iii) योजना के लिए व्यवस्था पर अन्तिम प्रतिवेदन

19 अप्रैल, 1968 को लोक सभा में प्रधान मन्त्री के भाषण की ओर ध्यान आकर्षित किया जाता है। अधिकांश सिफारिशों पर, जिसका सम्बन्ध केन्द्रीय सरकार से है, निर्णय लिए जा चुके हैं। राज्य सरकारों से सम्बन्धित सिफारिशों की परीक्षा के लिये उनके ध्यान में लाई जा चुकी है।

(iv) सरकारी क्षेत्र उपक्रमों पर प्रतिवेदन

सरकारी उद्यमों के संगठनात्मक ढांचे और संसद् तथा सरकार से उनके सम्बन्धों से सम्बन्धित कुछ सिफारिशों कार्यान्वयन के लिये कहां तक स्वीकार की गई हैं, 10 मई, 1968 को संसद् के सभा पटल पर उप-प्रधान मन्त्री द्वारा रखे गये विवरण में दर्शायी गई हैं।

(v) वित्त, लेखा व लेखा-परीक्षा पर प्रतिवेदन

निष्पत्ति वजट के बारे में सिफारिश स्वीकार कर ली गई है।

(vi) धार्मिक प्रशासन पर प्रतिवेदन

आयोग द्वारा प्रतिवेदन केवल 20 जुलाई, 1968 को प्रस्तुत किया गया था और परीक्षाधीन है।

(ग) इन प्रतिवेदनों में समाविष्ट सिफारिशों अपने क्षेत्र में व्यापक हैं,। कई मुख्य सिफारिशों के लिए पर्याप्त मात्रा में अन्तर्भन्नालयी परामर्श आवश्यक है। अन्य कुछ के लिए, राज्य सरकारों से भी परामर्श लेना है। ऐसी अवस्था में इन सभी कारणों से एक निश्चय तिथि बताना कठिन है कि कब तक सभी सिफारिशों पर अन्तिम निर्णय ले लिया जाएगा।

श्री शिव कुमार शास्त्री : क्या इस आयोग ने प्रत्येक क्षेत्र में व्याप्त भ्रष्टाचार को रोकने के लिये कुछ उपाय सुझाये हैं, यदि हां, तो उनको कार्यान्वित करने के लिये सरकार क्या पग उठा रही है ?

श्री विद्याचरण शुक्ल : केवल भ्रष्टाचार के सम्बन्ध में कोई एक विशेष रिपोर्ट नहीं दी गई है। परन्तु यह उम्मीद की जाती है कि जो प्रशासनिक सुधार होंगे, उनके कारण भ्रष्टाचार में कमी होगी ?

श्री शिव कुमार शास्त्री : हमारा प्रशासन बहुत ही खर्चीला और व्यय-माध्य है। क्या प्रशासनिक सुधार आयोग ने उसमें मित-व्ययिता लाने के लिये भी कुछ सुझाव दिये हैं ?

श्री विद्या चरण शुक्ल : जी, हां।

श्री प्रकाशवीर शास्त्री : इस विवरण में एक स्थान पर कहा गया है, "अधिकांश सिफारिशों पर, जिनका सम्बन्ध केन्द्रीय सरकार से है, निर्णय लिये जा चुके हैं।" अच्छा होता कि इस विवरण में उन निर्णयों का सम्बन्ध में संकेत दे दिया जाता, ताकि उन के बारे में पूछने की आवश्यकता न पड़ती। क्या यह सत्य है कि प्रशासनिक सुधार आयोग ने केन्द्रीय सरकार को यह सुझाव भी दिया है कि मंत्रि-परिषद् में मंत्रियों की संख्या आठ से अधिक नहीं होनी चाहिये ? यदि हां, तो क्या उसके सम्बन्ध में भी सरकार ने कोई निर्णय लिया है ? प्रशासनिक सुधार आयोग के एक सदस्य का देहावसान हो गया है। मैं यह जानना चाहता हूँ कि क्या सरकार उस रिक्त स्थान की पूर्ति करने जा रही है; यदि नहीं, तो क्यों।

श्री विद्याचरण शुक्ल : जहां तक सिफारिशों और उनके सम्बन्ध में निर्णयों का सम्बन्ध है, इस विवरण में उनकी तरफ पूरा ध्यान दिया गया है और बताया गया है कि कौन कौन सी छः रिपोर्ट्स आ गई हैं और उन पर क्या निर्णय लिये गये हैं। यह ठीक है कि इस बारे में विस्तृत रूप में विवरण नहीं दिया गया है, लेकिन यदि माननीय सदस्य चाहें, तो मैं उनको अलग से बता सकता हूँ। जहां तक मंत्रि-मण्डल का सवाल है, इसके बारे में अभी तक कोई रिपोर्ट नहीं आई है। यदि

इस बारे में रिपोर्ट आयेगी, तो हम उस पर विचार करेंगे। जहां तक मेरा ज्ञान है, अभी तक ऐसी कोई रिपोर्ट नहीं आई है। अगर कोई रिपोर्ट आ गई है, तो मैं उसके बारे में बता दूंगा। इस वक्त आयोग में दो स्थान रिक्त हैं। उनमें किसी को रखा जाये या नहीं, इसके बारे में अभी कोई निर्णय नहीं लिया गया है। हम चाहते हैं कि इस आयोग का काम जल्दी से जल्दी समाप्त हो जाये।

SHRI S. K. TAPURIAH : A great deal of money, time and effort has been spent in preparing these reports after a good deal of consultations, discussions and interviews of Ministers, officials, ICS people and secretaries have taken place. After all these discussions, we have come to a stage where the processing has to be done only by secretaries and officials who had earlier met and had opined and given evidence, and they can either accept or reject or water down the suggestions of the commission. In that context, may I ask from the hon. Minister whether the Government of India are prepared to set up a Cabinet Sub-committee for the processing of the recommendations of the Administrative Reforms Commission and whether Government are prepared to appoint a parliamentary standing committee consisting of the Opposition parties or of the leaders of all parties to serve as a watch-dog committee which can review and watch the progress of implementation of the recommendations at all stages?

SHRI VIDYA CHARAN SHUKLA : It is not right to say that it would be only secretaries and the officials of the Government of India who would finally decide what should be done with the recommendations of the Commission.

SHRI S. K. TAPURIAH : I am talking about the processing.

SHRI VIDYA CHARAN SHUKLA : These recommendations are considered at the highest level and then a decision is taken. It is not a fact that these recommendations are disposed of at the official level.

SHRI S. K. TAPURIAH : Does the Cabinet discuss them? What is that highest level?

SHRI VIDYA CHARAN SHUKLA : The highest level is, of course, the Cabinet.

SHRI S. K. TAPURIAH : Do they discuss it?

SHRI VIDYA CHARAN SHUKLA : Whenever necessary, either a sub-committee of the Cabinet or the full Cabinet or the Cabinet Minister concerned deals with it. But these are not to be disposed of at the level of the officials.

As regards the question of parliamentary committee, it is a suggestion for action.

SHRI D. N. TIWARY : When the Administrative Reforms Commission was appointed, it was given out that the commission would submit their report in a year's time. But four years have now gone by. How long are the commission going to take to give their final report?

SHRI VIDYA CHARAN SHUKLA : It is true that the Administrative Reforms Commission has taken more time than was anticipated, to begin with. But from time to time, we have taken up this question with the Administrative Reforms Commission and we have urged upon them that they should expedite it. We are quite sure that they have themselves been doing their best to expedite their work. As the House knows, some time was taken to set up the experts' group and study teams and other groups to go into all these matters in great detail. The people who were in these study groups and study teams were people who were otherwise highly involved in their day-to-day work and they took time to do it, and there were several special reasons because of which more time has been taken than was originally anticipated. We again took it up with the commission and requested them to hurry it up, and we have been told that they are trying to do their best to see that the final report is submitted as soon as possible.

श्री राम सेवक यादव : हमारा प्रशासन देश के सामाजिक और आर्थिक हितों का प्रतिनिधित्व नहीं करता है। मैं यह जानना चाहता हूँ कि क्या प्रशासनिक सुधार आयोग का ध्यान इस तथ्य की ओर गया है और उस ने इस बारे में कोई प्रतिवेदन दिया है और कोई उपाय बताए हैं कि हमारा प्रशासन देश

के सामाजिक और आर्थिक हितों का प्रतिनिधित्व करे। हरिजनों और आदिवासियों के लिए जो स्थान निश्चित हैं, उनकी पूर्ति हो और उनको पूरा-पूरा प्रतिनिधित्व मिले, क्यों कि वे हमारे कमबोर अंग हैं, क्या इस बारे में भी प्रशासनिक सुधार आयोग की तरफ से कोई उपाय सुझाये गये हैं ?

श्री विद्या चरण शुक्ल : माननीय सदस्य ने जो प्रथम बात कही है, वह बहुत ही महत्वपूर्ण है। मैं आशा करता हूँ कि प्रशासनिक सुधार आयोग उस पर अवश्य ध्यान देगा। जहाँ तक हरिजनों और आदिवासियों का सवाल है, यह तो हमारी राष्ट्रीय नीति है कि हम उनके बारे में जो कुछ हो सके, वह अवश्य करें। मैं समझता हूँ कि आयोग इस बारे में पूर्ण रूप से ध्यान देगा।

श्री सीताराम केसरी : मैं यह जानना चाहता हूँ कि क्या प्रशासनिक सुधार आयोग के प्रतिवेदनों का इम्प्लीमेंटेशन सरकार पर आबलियेटररी है या वह उसके चायस पर है।

श्री विद्या चरण शुक्ल : यह तो साफ बात है कि जिस किसी कमीशन की सिफारिशें आती हैं, वे कोई एवार्ड के रूप में नहीं ली जाती हैं। सरकार द्वारा उन पर सोच-समझ कर विचार किया जाता है। जिस सिफारिश को उचित समझा जाता है और यह समझा जाता है कि उसको लागू करने से जनहित होगा, उसको लागू किया जाता है और बाकी को मंजूर नहीं किया जाता है।

SHRI NATH PAI : When we first raised the demand for an administrative reforms commission like the Hoover Commission in the USA and the Government agreed, it was Shri Nanda who was then the Home Minister who in reply to my question had said that Government would seriously apply their mind to the desirability of appointing a commission on the lines suggested by the Member. Our idea in asking for a commission was for an exercise in academic activity. We did not want voluminous reports to be produced,

but the idea was that the apparatus of administration in this country was totally irrelevant to the needs of the times and we thought that the whole machinery needed to be overhauled. It was with this idea that we pleaded for such a commission and Government accepted it. I think they are doing wonderful work under the very able chairmanship of Shri Hanumanthaiya. But in view of the fact that volume after volume is coming and I do not think that my hon. friends opposite are addicts to reading anything that is very serious, as Shri S. K. Tapuria has rightly pointed out....

MR. SPEAKER : The hon. Member should now come to his question.

SHRI NATH PAI : Some of us are a little in a handicap in putting questions straight because we use a foreign language. May I know what Government are going to do to see that these recommendations are curbed and their essence is available to Government and action is taken on them? It is no use saying that there is a Cabinet committee. We want to know what Government are going to do in the light of these volumes to overhaul the machinery.

In reply to a question by Shri Prakash Vir Shastri, regarding the filling up of the two vacancies, one of which is caused by the death of Shri Harish Chandra Mathur, the hon. Minister said that they were considering the matter. May the House have an assurance that these vacancies will not be filled by candidates defeated in the elections to the Lok Sabha or the Assemblies but will be filled by independent men of calibre ?

SHRI VIDYA CHARAN SHUKLA : I entirely agree with the hon. Member that the administrative system in our country needs complete overhauling. It was with that realisation that we agreed to the demand from all sections of the House that an Administrative Reforms Commission should be appointed. The Commission started their work and have given certain reports. The action taken on those reports has also been communicated to the House by statements laid on the Table from time to time. The hon. Prime Minister herself made a statement sometime back on this matter. This is the way we are trying to deal with them.

As I said in reply to an earlier question, these recommendations are given the high-

est and most serious consideration at the Cabinet level and the level of Cabinet Ministers. There is no question of treating any of the reports or recommendations lightly.

As for the question of appointment of members to fill up the two vacancies, we have been hoping that the work of the Commission will be over soon. As a matter of fact, we expected that their work would be over by the coming September. But we have now been requested by the Commission that the sanction for financial grants for their work should be extended till the end of the current financial year. Because of this, we were wondering whether it would be useful or not to fill up the two vacancies, because the Commission is probably at the end of its work. Whether it would be useful to have two additional members now has to be considered.

SHRI HEM RAJ : May I know whether the ARC had appointed a study team to study the financial position of the Union Territories? If so, has their report been submitted to the Commission and has any report been received from the Commission dealing with the financial position of Union Territories?

SHRI VIDYA CHARAN SHUKLA : I am not at present aware whether this particular subject has been studied and a report submitted to the Commission.

SHRI S. M. BANERJEE : In the statement under (b), it has been stated under the heading 'Report on economic administration', that the report was submitted by the Commission only on the 20th July 1968 and is under examination.

Then it is said under (c) :

"The recommendations contained in these reports are far-reaching in their scope. For many important recommendations, a good deal of inter-Ministry consultation is necessary. For some others, the State Governments have also to be consulted".

What are the specific measures suggested in this direction by the ARC and may I know whether Government are also seriously considering reducing the size of the Cabinet, and to start with, will Government decide not to fill up the post of Cabinet Minister rendered vacant by the resignation of Dr. Channa Reddy?

SHRI VIDYA CHARAN SHUKLA : The hon. Member is referring to the report on economic administration.

SHRI S. M. BANERJEE : That is economy in Ministry.

SHRI VIDYA CHARAN SHUKLA : As far as this report is concerned, as has been stated in the statement, it had been submitted only about 25 days back. I assume that copies of this report have been placed in the Parliament Library—I am not sure. I am not aware of the date of the report as such.

SHRI S. M. BANERJEE : I referred to the statement 'The recommendations contained in these reports are far-reaching in their scope'. It means Government are not going to accept them on this ground.

MR. SPEAKER : How does he presume that they are not going to accept it? He said it was received only some days ago.

SHRI S. M. BANERJEE : That is our past experience.

SHRI NITIRAJ SINGH CHAUDHURY : The Commission has appointed 20 study teams, 13 working groups, 4 expert groups and one task force. How many of these have submitted their reports to the Commission?

SHRI VIDYA CHARAN SHUKLA : The Commission appointed 20 study teams, 13 working groups, four expert groups, and one task force and up to the end of July, 1968, 14 study teams and several working groups had completed their work and submitted their final reports to the Commission. Besides these, all the four expert groups and the task force have also completed their work.

SHRI K. P. SINGH DEO : Just now the Minister replied that the recommendations are discussed at the highest level, i.e., the Cabinet. May I know on how many occasions the recommendations have been discussed at the Cabinet level?

SHRI VIDYA CHARAN SHUKLA : Six reports have been received, and decisions have been taken on five. On the last, which has been received only recently, no decision has been taken. On all these, decisions were taken at the highest level.

श्री श्रीलाला नाथ मास्टर : अभी माननीय श्री नाथ पाई ने कहा कि रिफार्म्स कमीशन ने बहुत सारी रिपोर्ट पेश की है उनपर कुछ अमल हुआ या नहीं तो मैं जानना चाहता हूँ इसी हाउस में लोकपाल और लोक-आयुक्त बिल लाया गया है जिसमें भ्रष्टाचार के बारे में जो संथानम कमेटी की रिपोर्ट थी और विजिलेंस कमीशन में जो कमी रह गई थी उसको दूर करने के लिये अमेंडमेंट किया जा रहा है, तो क्या यह ऐडमिनिस्ट्रेटिव रिफार्म्स कमीशन की रिपोर्ट के मुताबिक अमल है या नहीं है ?

श्री विद्या चरण शुकल : यह तो विवरण में कहा गया है कि उसी के परसूएंस में यह लाया गया है।

SHRI DHIRESWAR KALITA : Much has been said in this House about the fruitless efforts and the jobs of the Administrative Reforms Commission. I do not want to go into that, but I want to know specifically how much money has been spent up till now on this Commission.

SHRI VIDYA CHARAN SHUKLA : Since the inception up to March, 1968, the total expenditure incurred was Rs. 39,59,944.

SHRI SHANKARRAO MANE : May I know from the hon. Minister whether opportunity will be given to this House to discuss these reports in order to ascertain the views of hon. members on these valuable suggestions ?

SHRI VIDYA CHARAN SHUKLA : It is for you, Sir. We will have no objection.

श्री शिंकरे : कुछ दिन पहले अखबारों में ऐसा पढ़ने में आया था कि जो संघ राज्य है, उनका वह दर्जा खत्म किया जाय और उन में जो बड़े राज्य हैं उनको स्वायत्त राज्य का दर्जा दिया जाय तथा जो छोटे संघ प्रदेश हैं उनको बगल के राज्य में विलीन किया जाय, तो मैं जानना चाहता हूँ इस वृत्तान्त के बारे में, क्या यह सत्य है क्या ?

SHRI VIDYA CHARAN SHUKLA : There is a staudy team on Union Territories. I do not know whether their report has been submitted to the Administrative Reforms Commission.

BORDER ROADS IN TRIPURA

*396. **SHRI KIRIT BIKRAM DEB BURMAN :** Will the Minister of TRANSPORT AND SHIPPING be pleased to state :

(a) whether the Border Roads Development Organisation has drawn up any scheme for the development and construction of border roads in Tripura during the Fourth Five-Year Plan.

(b) if so, the details and estimated cost thereof;

(c) Government's decision thereon; and

(d) the details of the border roads development schemes in Tripura implemented so far and the cost involved therein ?

THE DEPUTY MINISTER IN THE MINISTRY OF TRANSPORT AND SHIPPING (SHRI BHAKT DARSHAN) :

(a) No, Sir.

(b) to (d). Do not arise.

SHRI KIRIT BIKRAM DEB BURMAN : May I know what length of the Tripura border is still infested by forest and is not provided with roads for defence operations ? May I know by what time the whole border is likely to be made approachable by roads ?

SHRI BHAKT DARSHAN : Sir, this question should have been appropriately addressed to the Ministry of Defence. Anyway, it has remained in the name of this Ministry. We have made enquiries from the Border Roads Development Board and they have informed us that neither the Tripura Administration nor the Ministry of Defence has sent any proposal.

SHRI SWELL : I would like to know whether it is a fact that on account of the heavy influx of refugees from outside to Tripura and the rapid alienation of the land of the tribal people there, there has been considerable resistance on the part of the tribal people towards the construction and extension of roads in Tripura, because they look upon them as a further incentive for alienation of their land, and whether the tribal people of Tripura have demanded the introduction of the Fifth Schedule Administration in that area.

SHRI BHAKT DARSHAN : Sir, We have no information about this matter.