

Calicut, Wynad, Malarpuram and Palghat to have more banking facilities. The State Bank of India is doing quite good service during the past few years in this area. It is understood that after the amalgamation of Bank of Cochin with State Bank of India, an additional Regional Office is going to be set up in the State. At present the people from Malabar area which is situated in the northern part of Kerala have to go to the Regional Office located at Trivandrum, the southern most part of Kerala. This causes untold difficulties to small industrialists and entrepreneurs.

Malabar area is still backward and most of the districts are declared 'no industry' districts. Under these circumstances, I request the Ministry of Finance through the Hon. Speaker to set up the proposed Regional Office of the State Bank of India at Calicut.

12.32 hrs.

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MOTIONS RE : THIRTY-SECOND,
THIRTY-THIRD AND THIRTY-
FOURTH REPORTS OF THE
UNION PUBLIC SERVICE
COMMISSION—Contd.

[English]

MR. CHAIRMAN : The House will now take up further consideration of the Motions moved by Shri K.P. Singh Deo regarding the Thirty-second, Thirty-third and Thirty-fourth Reports of the Union Public Service Commission.

Dr. Rajhans was on his legs. He may please continue.

[Translation]

DR. G. S. RAJHANS (Jhanjharpur) : Mr. Chairman, Sir, yesterday I was speaking on the Reports of the Union Public Service Commission and I had not concluded my speech. Today, I have to raise only two or three points more.

First of all, I would like to say that the candidates from Hindi speaking States are not able to compete in the U.P.S.C. examinations despite having all other qualifications for the simple reason that they

cannot express themselves in English. They are not at fault for this. I have visited almost the entire world several times. English is not spoken anywhere in Europe except in England. I would like to narrate a small incident here.

Once I was in Italy and I felt very thirsty there. I was under the impression that all the hotel personnel and shopkeepers must be conversant with the English language. Being thirsty, I moved from one place to another. I said —

[English]

—I want a glass of water.

[Translation]

Nobody was able even to reply to me. Then, I happened to meet an interpreter there. He told me to say *equa*.

[English]

This is the Italian equivalent of water.

[Translation]

Thereafter, when I said *equa* in a hotel, I was served with water. Nobody speaks English even in France and Germany.

Sir, I am not against English as such. I am a supporter of English, but my point is that if some persons do not get the facility of studying in the public schools and they cannot express themselves in English, what is their fault in it? Why is it that they are not successful in the U. P. S. C. examinations? I would like to suggest that the U. P. S. C. should conduct interviews and personality tests not only in Hindi or Hindustani language but in all the Indian languages.

In Parliament we may speak in any language but we come to know about the views of each other immediately, because interpreters have been provided here. In case a candidate from a particular State goes there to take an examination and he likes to express himself in his own language, an interpreter should be provided there who may convey the views expressed by the examinee to the examiners. It should not be that only English knowing people should get an opportunity to advance in life and the the people knowing other languages should lag behind,

[Shri G. S. Rajhans]

particularly when we have given equal status to all the languages in the Constitution.

For taking any Central Services examination, the minimum qualification prescribed is B. A. There are many students who could not get an opportunity to pass B. A., but if they are given an opportunity, they can give a good account of themselves in these examinations. I, therefore, suggest that B. A. Degree should not be made compulsory.

Secondly, in Bihar, results are not declared even three years after the examinations are held. Perhaps you may not be aware that it so happens in Bihar that a brilliant student, who has taken an examination, cannot appear in the civil services examination simply because his result has not been declared. This anomaly should be removed. A provision should be made to enable the candidate to give an affidavit to the effect that he has appeared in the B. A. examination and in case he is selected but fails in the B. A. examination, he may be declared ineligible. He should not be debarred simply for the reason that he is not in possession of the B. A. degree at a particular point of time.

I would like to raise one or two more points. In civil services, the maximum age was 28 years previously, but now it has been reduced to 26 years. There is no justification for it. In remote areas and in the villages, people start their education quite late because they do not have the means. It is only in the villages that you find how acute the problem of earning the daily bread is. There are no schools in the villages. The classes are held under a *banyan* tree. In this way, by the time a boy passes the B. A. examination, he may be 28 years or even 30 years old. After passing the B. A. examination, he should get 3 to 4 years time to prepare himself to come at par with the students of other States. In this matter, a policy of providing protection should be followed. Sir, you are fully aware that an infant cannot fight a wrestler and that is why the infant is protected. I would like to say that the people from Hindi speaking areas should be given protection and age limit should be higher for them. This thing should apply to other States also where the medium of education is a regional language.

In have carefully gone through the three Reports to know about the Members of the Public Service Commission and the Members of the Board for personality test. In this connection, I would like to know why it is necessary to include retired I. A. S. and I. P. S. officers in the panel meant for holding personality test? Why can a press correspondent having information about the entire world not be included in it? Why can a Manager of a public sector or private sector undertaking, who has shown results in his company, not be included in it as an expert? My submission is that the bureaucracy should be realistic. The officers, should be drawn from the rural as well as the urban areas and they should be in a position to feel the pulses of the people and if need be they should be ready to work for peoples' welfare. I have got personal experience about the I. A. S. officers, who have studies in Delhi or in other big cities. They do not want to live in small towns. They approach politicians for their posting at a place where there are no mosquitoes, where there is electricity and where their wives and children may not feel any inconvenience. Nobody wants to live in the rural areas and at undeveloped and under-developed places. So, why should we not give an opportunity to the people belonging to the rural areas and the undeveloped places to enter bureaucracy? They will be in a better position to understand the feelings of the people.

As I said yesterday, even today, India is divided into two parts, i.e., India and Bharat. India means I. A. S., I. P. S. and I. F. S. bureaucrats, who feel that they are born to rule and on the other hand there are the poor and the unemployed people living in the rural areas who feel that they are born to undergo sufferings of poverty.

SHRI NARAYAN CHOUBEY : Have you kept the Ministers in Bharat ?

[English]

DR. G. S. RAJHANS : India, that is Bharat.

[Translation]

Even now a collector is a terror in a village. If anybody calls on him, he will not be offered even a glass of water, even if he be an eminent professor of a university. If the collector wearing a suit and tie visits their

houses, they will feel pride. We would have to change this tendency.

In your report it has been mentioned that conferences of State Public Service Commissions have been held from time to time and the matter regarding effecting reforms was discussed. You might have read in the newspapers in the recent past that the post of Deputy Collector goes for Rs. 50,000 and that of D. S. P. for Rs. 35,000. I do not want to mention the name of the State. I would like to know whether the U.P.S.C. has not discussed this matter in its conference with the State Public Service Commissions? Can a poor boy pay Rs. 50,000 or Rs. 35,000 for becoming a collector or D. S. P., respectively? Where are you taking the country?

I had made a mention in the House previously also about a system prevalent in Bihar. This system is called L/4, i.e., loot divided by 4. Engineers, contractors, bureaucrats and politicians like us are associates in the loot. An engineer who draws a salary of Rs. 1000 per month is educating his 4 sons in big public schools and the monthly expenditure on each son is Rs. 1500. Has anybody tried to ascertain from where he gets Rs. 6000? Our institutions are producing such bureaucrats who will rule us. It should be looked into from where this rule begins.

I do not want to say more, but I would like to submit that the Union Public Service Commission—

[English]

—or for that matter, any Public Service Commission in the States is not doing justice to the people.

[Translation]

Justice is not not being done to the people. So, this system should be Indianised.

In America, Canada and other countries if the post of a Secretary in a department is to be filled up, it is not necessary that a Joint Secretary or an Additional Secretary will be appointed to that post. If a good professor of any university accepts the offer to appear in the interview, he is appointed as Secretary. Why not give a chance to

some good journalist to become the Secretary of the Information and Broadcasting Ministry? The present system will have to be changed. If a bureaucrat is aware that even if he becomes an I. A. S. officer, he may not retire as Secretary and if he is aware that there may be competitors also, the efficiency will increase.

The Public Service Commissions should be people-oriented and they should have social sensitivity and they should understand their responsibility towards the society.

SHRI MOOL CHAND DAGA (Pali) : Mr. Chairman, Sir they can themselves judge whether the administration is functioning satisfactorily or not. Who are the Members of the Public Service Commission these days? I think persons having influence or their sycophants manage to become Members of the Commission. (Interruptions)

I am stating the fact. This is what I see daily... (Interruptions) If one is not a sycophant, he should become a sycophant of someone, otherwise he will not be successful. The people have lost faith in the Public Service Commission and nobody should think that honest people are working there. If they are not honest, how is it possible to carry out the work? Such officers select other officers who are of the same type.

I have gone through the report and it seems that the level of efficiency of the administration in India will go down further. The way the report has been written, suggests that some steno has prepared it.

[English]

On page 200 it reads as follows :

“Chief Engineer post was recommended on 2nd August, 1978 and yet not filled up. Live-stock Officer case was recommended on 6th February 1980—not yet filled up.”

In 20 cases, I have found that they have recommended but the posts have not yet been filled up.

[Translation]

This is your system. You see how the interviews are conducted. Influential people

[Shri Mool Chand Daga]

exercise influence in the interviews. Previously, it was very difficult even to contact judges, magistrates and anybody who tried to make such an attempt sometimes faced prosecution. But what is happening now-days. People openly canvass for a candidate that so and so is their relative, brother or acquaintance. If the Union Public Service Commission conducts examinations then the papers should be got examined by persons who have some character. But papers are sent to such incompetent persons as fail to do justice. The method of conducting personal interview is also not proper. Full marks will not be awarded to the candidates even if it results in the failure of the candidate.

In the papers, which have been presented here, it is written that they intend to recruit more candidates belonging to the scheduled castes and scheduled tribes. But from the papers it appears that they are not getting scheduled caste add scheduled tribe candidates. The figures show that a number of posts are lying vacant which could not be filled up. It is surprising how work is done.

[English]

They say 400 scheduled caste people were needed as engineers. They got only 200. When they wanted 367 they got 150, in 1980-81 for 388 they got 112; later for 255 they got 89. Earlier when they wanted 339 they got only 150. In some years they got only 350 or 268, or 190 only.

[Translation]

From the chart presented by the Government it is clear that their number has decreased. Candidates are not available for any post. A number of posts are lying vacant. Take any case in the administration. In the event of non-availability of scheduled caste and scheduled tribe candidates are other candidates not belonging to these categories taken? Their number is negligible in the scientific and technical field. There are 163 candidates as against the requirement of 299. If the vacancies are 207, not even half the vacancies are filled up. Either we are not providing good education to the scheduled caste and scheduled tribe people or we do not want that they should make progress. Secondly, how are we running the

administration by keeping those posts vacant? It will be interesting to read the report of the Public Service Commission. But there is the time constraint for going through the report. You see the report. I am not contributing anything from my side; it is revealed in the Report itself that if the number of vacancies is 50 or 100, they advertise it in the newspapers. Then they say the number of vacancies is 240. Learned people are sitting here. This is the lunch hour. It is good for the old people to eat less. That is why sober persons are sitting here.

[English]

The Chairman is also an old man. Therefore, he is in the Chair!

I have gone through all the four papers given by them.

[Translation]

I have gone through the four papers supplied by them. By going through them, I have come to know how the administration is being run. What has happened in the first case? One driver was awarded punishment by the department. Then the matter was referred to the U.P.S.C. The Public Service Commission recommended that he be censured.

[English]

"As the then Minister of Communications, in his capacity as appointing authority on behalf of the President, did not agree with the views of the Union Public Service Commission, the Commission was asked on 20-12-1980, after consultation with the Department of Personnel and Administrative Reforms, to reconsider their advice.

Then the Government once again reviewed the entire case and held that since the third officer was charged only for an act of omission whereas on a charge arising out of the act of commission the first officer was exonerated by the Inquiry Authority/Central Vigilance Commission of the charge against him and, it will not be fair to hold the third officer guilty of any misconduct justifying the imposition on him of the penalty of Censure as

recommended by the Union Public Service Commission, Government order exonerating the third officer was, therefore issued on 15.7.81.....”

[Translation]

Two officer were exonerated and one officer was retired. Our Hon. Minister is a very good person. He is young but you see how much time was taken in finalising the case. It took eight years. It is the function of the Public Service Commission to keep itself busy in such petty cases ?

Take another case where a driver was dismissed from service. But due to the favour shown by someone, he was not dismissed. The reason given was that he could not be dismissed because he was not guilty. He filed an appeal to the President. His case was reopened for reconsideration. It was pointed out that he was on duty, and as such, he was not guilty and he should be pardoned. The case which was pending since 1974 has been settled now. Is it the only function of the Public Service Commission ? For cases have been quoted in the report. There was a heavy motor vehicle driver whose case was pending since 1974. You can see when it was settled. How voluminous the file might have become. It is true of this country that it is the files which gain and it is the man who loses.

Similarly, there was a case where a Control Officer was to be appointed at Nasik. They suggested that out of the five candidates, an S. T. Officer was competent and they referred the matter to the U.P.S.C. The U. P. S. C. recommended that the second Officer was more competent. Now you can see that the Government have no faith in the U. P. S. C. and the U. P. S. C. has no faith in the Government. This confrontation goes on. Why did you consult the U. P. S. C. and after consulting it why did you not heed its advice ? You will continue to write that the case may be reconsidered till your recommendation is acceded to. It will take six months' time to reconsider the matter. So, the functioning of the U. P. S. C. should be reviewed.

13.00 hrs.

Then, from which cadres the Members of the U. P. S. C. will be taken ? At present

even a petty trader is made the Chairman of the U. P. S. C. He may be totally ignorant but he will be conducting the interviews. Some norms should be laid down. Without norms, the work will not be done satisfactorily.

Besides, the information about promotion and direct recruitment has also been given in the Report.

[English]

MR. CHAIRMAN : Mr. Daga, you continue after lunch. The House now adjourns for lunch to meet at 2 O' clock.

13.01 hrs.

*The Lok Sabha then adjourned for
Lunch till Fourteen of the clock.
The Lok Sabha then reassembled after
lunch at seven minutes past Fourteen
of the clock.*

[MR. DEPUTY SPEAKER in the Chair]

MR. DEPUTY SPEAKER : Mr. Daga to continue his speech. Mr. Daga, I think you can understand the time factor also. You are criticising others that they are taking lot of time.

MR. MOOL CHAND DAGA : I will finish in 5 minutes or 7 minutes.

MR. DEPUTY SPEAKER : Already you have taken sufficient time. You please try to finish in two minutes.

[Translation]

SHRI MOOL CHAND DAGA : Mr. Deputy Speaker, Sir, the Pay Commission had given weightage to promotees vis-a-vis direct recruitment. But the present practice is that direct recruitment is made to the extent of 50 per cent, 40 per cent and 30 per cent, but no weightage is given to those officers in the matter of promotion who have put in 30 years or 15 years of service. The employees who have gained experience and are conversant with the procedure and have put in long periods of service are not given weightage in their offices and posts but instead direct recruitment is made to the extent of 50 per cent. In this way, in some places the direct recruitment is made upto

[Shri Mool Chand Daga]

50 per cent and the rest 50 per cent posts are filled up by promotion. I want that this matter should be reviewed. Due attention should be paid to those cases where the employees have put in several years of service. It is necessary to do so.

I wanted to give one more suggestion. You make *ad hoc* appointments in your department and for how many years these *ad hoc* appointments continue? You go on extending the *ad hoc* appointments whereas such appointments can be made for certain period and thereafter they are to be referred to the U. P. S. C. I will read it out.

[English]

In paragraph 27 on page 47 of the Thirty-fourth Report it is stated :

“Cases of appointments in which consultation with the Commission was inordinately delayed or where appointments made were *ab initio* irregular, continued to occur during the year under report. In spite of instructions issued from time to time by the Government of India, the Commission regret to note that there has been no marked improvement in this regard. Particulars of some of the cases in which references to the Commission were inordinately delayed and of those where in view of the irregularities involved, the Commission decided to treat the appointments as unapproved are contained in Appendices XVII and XVII-A.”

(Interruptions)

Those Hon. Members who want to talk among themselves can go outside; the lobbies are meant for this purpose. This is not a place to indulge in talk.

MR. DEPUTY SPEAKER : You carry on.

SHRI MOOL CHAND DAGA : It is for the Hon. Members, and those who want to talk, they can talk outside. Lobbies are meant for this purpose (Interruptions).

What I mean to say is, you see Appendix XVII where you find as to what is going on.

On page 279 (Appendix XVII) of the Thirty-fourth Report, it is stated that for the post of Senior Technical Assistant (Crops), Ministry of Agriculture, Department of Agriculture and Co-operation, the date of appointment without consultation with the Commission was 31.5.82, the last date on which reference should have been made was 30.5.83. The date on which reference has been made was after one year, i.e., on 21.1.84. Similarly, for the post of Hindi Officer, Directorate of Economics and Statistics, the date of appointment was 15.4.81, the last date on which reference should have been made was 14th April, 1982, but the reference has been made after two years of the date of appointment, i.e., on 19th May 1983.

[Translation]

You are supposed to make a reference to the Union Public Service Commission within one year but it is not made even in one year. The reference is not made for as many as two to three years. Only you can understand how much damage is caused by this type of functioning in your departments.

Why does this happen? Sometimes when the Minister wants to appoint his own man, an *ad hoc* appointment is made. After making the *ad hoc* appointment, no reference is made to the Public Service Commission. The U.P.S.C. keeps on reminding them but your departments do not bother. Such is the state of affairs in your departments.

If you want to streamline the administration, you should appoint a committee which may examine all the reports and give suggestions for improvements. Honest and competent persons should be appointed in the services. If the Commission recommends that some one be removed from service, they do not comply with it. Neither the departments heed the advice of the Union Public Service Commission nor the Union Public Service listens to them. This is how the administration is being run. This is not the correct way. Such are the conditions in the Union Public Service Commission. (Interruptions) The name of Bihar and Andhra Pradesh have been mentioned in the report. The name of Andhra Pradesh has been mentioned first. Andhra Pradesh is a famous name. Members from that State are sitting in the Opposition here.

SHRI NARAYAN CHOUBEY
(Midnapore) : What happens in Rajasthan ?

SHRI MOOL CHAND DAGA :
Rajasthan has a glorious record. Unless the situation in the Public Service Commission in the States improves, there cannot be any improvement in our services.

SHRI C. JANGA REDDY (Hanamkonda) : Sir, today we are discussing the report of the Union Public Service Commission. Today, three reports are being discussed, namely reports for 1981-82, 1982-83 and 1983-84. After going through the reports, it seems that these have been prepared by a computer. The lapses shown in the first report exist even in the second and the third reports. There should be some difference between the first and the second reports. If some lapses have been revealed in one report, whether relating to *ad hoc* appointments or rules, these should be looked into. It is not a happy thing that a case remains pending for 5 to 6 years and shuttles between one secretary and another. This is not a good thing. It happens with every report. As it is obligatory to present a report in the Parliament, so a report is drafted, but the report is prepared on the basis of the old report. Mostly the same language is repeated. Only the figures are changed and there is no change in the drafting. As it is obligatory to present the report in the Parliament, it is prepared but no thought is given to make improvements in it. This is what we think. If some thought had been given to this aspect, the lapses of the first report would not have been repeated. I plead that this report should be submitted to the Parliament every year for discussion. As this was not being done, discussion on the three reports is taking place simultaneously.

There are mainly three categories of officers who remain under the State Governments : Officials belonging to I.A.S., I.P.S. and I.F.S. The officers of these cadres are sent there on deputation or on appointment, but who has the authority to take disciplinary action against them ? I would like to give an example. The Andhra Pradesh Government had appointed an Inquiry Commission against an I.A.S. officer because that official was charged with some lapses. The Inquiry Commission submitted its report, on the basis of which the official was suspended. But the

Central Government reinstated him. How far such an action was proper ? It is beyond our comprehension how the Central Government, without looking into the matter and consulting the State Government, reinstated him. An I.A.S. official exercises pressure on the politicians. It is not proper to name him here but you should look into it. The State Governments should have authority to take disciplinary action. It is not proper to turn down the recommendation of the State Government and reinstate anyone without looking into the matter. We should look into the cases of such people. These I.A.S. officers think themselves above all; they exercise control over the Superintending Engineers and the Chief Engineer. The District Magistrate summons the Superintending Engineer and admonishes the principal of a Medical Institute by summoning him, although he does not know anything about technical matters. They try to pressurise other officers. They should not be taken on these posts ; rather technical officers should be appointed there. You should follow the example of Andhra Pradesh Government. Previously, only I.A.S. officers used to be appointed as Secretary there but now chance is given to I.P.S. and I.F.S. officers also to become Secretary. The States cannot make appointments to the engineering, medical and education services. The I.A.S., I.P.S. and I.F.S. officers are sent to the States from the Centre. By transferring engineering, medical and education services to the States, direct recruitment can be made by them. It is imperative to pay attention to this aspect so that I.A.S. officers may not consider themselves superior to other services and dictate to the technical officers. We have seen in the meeting of the Planning Board that the I.A.S. officers by virtue of their being Chairmen try to dictate to the technical officers who are more qualified than the I.A.S. officers. Being I.A.S. officers they can write adverse reports against anyone. That is why officers of technical services bow before them. My submission is that technical services should also be considered while filling the posts. The I.A.S. officers think themselves superior to others and want to boss over the others. This should not happen.

Some improvement should be made in the matter of reservation for the scheduled castes and scheduled tribes. If any person is selected for I.A.S. on the basis of reservation,

[Shri Jagna Reddy]

the benefit of reservation should not be extended to his son, otherwise all the members of his family will become I.A.S. officers and the sons of those who work in the villages and whose children are studying in the villages will not be able to join I.A.S. service. The Son of** who studies in some good college can become an I.A.S. officer. So there should be a provision in the Constitution that once a person has secured the benefit of reservation, this benefit should not be extended to his family members, otherwise only the son of** will become I.A.S. officer by virtue of reservation.

SHRI RAMSWAROOP RAM : How many such people belong to the Harijan Community...*(Interruptions)* May I know whether being an M.P. is a sign of affluence? It seems, he has made enough money...*(Interruptions)*

[English]

SHRI HAROOBHAI MEHTA : Is the Member spelling out his own policy or BJP policy?

SHRI C. JANGA REDDY : I am telling my own policy and also that of the BJP.

MR. DEPUTY SPEAKER : Don't mention any person's name. It is not necessary to say, so and so family.

(Interruptions)

SHRI C. JANGA REDDY : I am unable to understand what he is telling.

MR. DEPUTY SPEAKER : It is not necessary to understand it.

[Translation]

SHRI C. JANGA REDDY : There should be some change in the reservation policy. Members of the same family are deriving its benefit. If forty per cent people have enjoyed the benefit of reservation, their social status has risen; their economic condition has improved, and, as such, they should not be given any further benefit of reservation. They should be brought in the general category. Instead, the benefit of reservation should be given to those who are in need of it and have not availed of the benefit till today.

This is my submission to you. You can continue the reservation but it should not be limited to the few families or should not become a private limited company for them.

What is happening is that the son of an M.P. becomes an M.P., the son of an M.L.A. or his father, mother, father-in-law or son-in-law becomes an M.L.A. I can quote not one but many such examples in Andhra Pradesh. On the other hand, there are some people in our society who have not benefited from the reservation policy. So, my submission is that there is need to change the reservation policy. I am not against the reservation policy but our experience shows that it has become limited to only a few families and only they are deriving its benefit. Now the time has come that we should not allow such families to enjoy the benefit of the reservation.

The Hon. Members who have expressed their views regarding the Union Public Service Commission are of the opinion that the candidates who have passed the intermediate, B.A. or other examinations from the colleges and schools in the rural areas are not able to compete in the I.A.S. and I.P.S. examinations conducted by the U.P.S.C. Have we ever tried to ascertain the reason for it. The reason for this is that the standard of the schools, colleges, universities, engineering colleges or degree colleges in the rural areas is lower than that of the institutions in the urban areas.

Now, the child of every person cannot come to Delhi for studies, every child cannot go to the public school, every child cannot go to the model school, every child cannot go to Little Flower School for studies or every child cannot go to Madras for his or her studies. I would, therefore, like to submit to you that there should be reservation for the rural candidates who come here to appear in the competitive examinations. It should not happen that only city dwellers continue to pass in these competitive examinations and the people coming from the countryside might not get any opportunity. It appears from the report that these examinations have been limited to only city dwellers.

Hence, there must be some reservation for those students who have studied in the

**Not recorded.

engineering colleges and Degree colleges situated in the rural areas, so that they could also succeed in these competitive examinations. The competition between the privileged and the non-privileged sections of the society, which is going on these days, should stop forthwith and in its place the policy of reservation of some seats for the rural candidates should be adopted.

[English]

SHRI S. B. SIDNAL (Belgaum) : Mr. Deputy-Speaker, Sir, I thank you very much for giving me an opportunity to make my observations on all the three Reports of the Union Public Service Commission.

Recruitment through Public Service Commission is not being done in the expected way, as the under-developed countries should have. First, there is a written test and then there is an oral test taken by the Commission in respect of University Degree-holders, may be in Science or in Medicine or in Engineering, as per the rules. The selection system itself is wrong because the bureaucracy which is existing now is very much indifferent to the society. It is a legacy left by the British, and it has not yet been indianised. It has to be Indianised in its complexion, in its performance, in its affinity towards the masses. In my opinion, the total system should be revamped. As Shri Mool Chand Daga has said, there should be a Committee to take a fresh look at it and have a new formula according to the new challenges that we have accepted in the modern life. When we are giving so many programmes for the benefit of the poor, they have to be implemented properly at the grassroot level. They are the people who are there, they are the main people who have to act as catalytic agents to see that all the plans are executed. Sir, actually the bureaucracy has been protected by the founders of the Constitution in regard to their service and disciplinary action, as compared to their counterparts in U.S.A., U.K. and other countries. In India, since it is a democratic country, there should be a committed cadre which should involve people, work with honesty and with full nationalistic outlook. This has been continuously hampering the progress of this country. In USSR there is one party Government, they are committed to certain things and they are implementing them. In India, we are coming

from the static society to the moving society, from traditionalism to modernism. In this course the role of bureaucracy is very important. In pre-independence days the bureaucracy was functioning according to the whims of the masters; to delay, to treat indifferently and not to help the community. Now it has come in a totally different complexion. They have to involve themselves in the programmes. After the post independence, the programmes have been increased and we have given a lot of things to the poor; but the bureaucrats are not helpful to them. There is another aspect with regard to rural and urban people Sir. As many of my friends have already stated, it is only the urban elite society who are taking these opportunities since they can afford to take education in public schools. In so far as their counterparts in rural areas are concerned, they do not even know what is IAS, what is IFS and what are the services available to them. That is the ignorance and illiteracy existing in our country. Only a few people have made it a family welfare centre, as has been told by some of my friends. Their sons, sons-in-law, daughters, daughters-in-law may have been benefited. I do not know what is the complexion of the composition membership and how they are exercising; but actually it is unproductive. When we see in the district, still they behave like British and *Pattewallas*. They act like a king. Once in 1980, when I was duly elected, I was attending a meeting on the 20 point programmes, in which a special cup and saucer was reserved for the Deputy Commissioner and all ordinary cups and saucers were served to Members of Parliament and Legislators. This is still in existence; so indifferently they behave. They do not have affinity to the people and that is why the progress is getting hampered continuously. Therefore, the system has to be changed. In so far as the SC and STs are concerned, I request that the Government of India should train them two years earlier before they apply for the competitive examination, whether it is preliminary or final or the oral test or the personal test. Unless we train them, we cannot expect good results. If we look to the Report submitted by the Government, we will see that half of the people are taken and the other half are left out. The Report says that there is a welcoming sign and the recruitment is getting increased. About the reservation Sir, it has

[Shri S. B. Sindal]

to be continued. There should be no doubt about it. Even now, looking at the statistics, half of the people are left over. Therefore, my request is that, for SC and ST people there should be training. According to the census just now reported, there are 60 coaching classes throughout the country. They are very much inadequate looking to the graduates of this country. Also the coaching classes are inadequately equipped. For example, in the Universities where they are held, some of the Professors are asked to go and give lectures to them. Because some payment is made, they take up the work, go and give lectures and none of them could come up to the required level and get selected. Therefore, my request is that special coaching institutions should be established to train these people and special classes held. Otherwise, we cannot involve every section of the society in the Government machinery. The elitist class has been dominating in the country and the people are kept away from this instrument of bureaucracy which, though an instrument for improvement, has become an obstacle in implementation. Therefore, in my opinion, there should be a total revamping of the Public Service Commission and it should be made compulsory that each University should have an independent institution rather than just have a coaching class. Otherwise, what we want is not possible. The rules and Regulations are complicated. Many of the legislations are complex and it is the bureaucracy which frames the rules and regulations under the law and in the result there is a lot of scope for corruption. Corruption is rampant and it fattens the corruption, it breeds corruption and red-tapism is there, so also delayed tactics are there. Therefore, no developments are possible. To do away with that, we have to make it fully indigenised. By their nature, by their background most of them are totally indifferent to the programmes of the Government and they have not been committed. Therefore, we have to revamp the total system—the selection system as also the training system for the Scheduled Castes and Scheduled Tribes to enable them to come up to the desired level.

THE MINISTER OF STATE IN THE
MINISTRY OF PERSONNEL AND
TRAINING, ADMINISTRATIVE

REFORMS AND PUBLIC GRIEVANCES AND PENSION AND IN THE DEPARTMENT OF CULTURE (SHRI K. P. SINGH DEO) : I would first of all like to thank the Hon. Members not only for their impressive homework but for the keen interest they have evinced in this subject and for their incisive observations and constructive and useful suggestions.

I am one of those very fortunate among my colleagues who have managed to have privilege in this House of getting all the three reports discussed only in two sessions of Parliament, that is, in the last session and in this session. I know some of my distinguished predecessors had to wait for many sessions by which they could get this motion moved earlier on in the House.

Some of the colleagues have made extremely well-thought out and thought-provoking suggestions, inferences and sometimes innuendoes. But I am grateful that all the members have supported the motion and before I move on to answering the points raised by them, I will try, within the constraints of time, to mention one thing—that the discussion which has taken place, the observations and the comments of the members are on the reports which are from 1981-82, 1982-83 and 1983-84, it is not the current state of affairs and from the reports it is very clear that the points made by the Hon. Members in the previous deliberations have been taken note of and certain improvements have taken place. Therefore, in the last Report i.e. the 34th laid before Parliament in May you would have found that as far as the scheduled castes and scheduled tribes are concerned against the vacancies the full lists have been forwarded and the number of successful candidates have also been an improvement as compared to the previous years. That does not mean to say that Government will not take further steps to improve the performance. We are extremely conscious of the important points made by the Hon. Members and we give the highest consideration they deserve. This also, Sir, I have mentioned in my earlier statement when I moved the Motion.

It would be in fitness of things if I also, before answering the points, give you a little bit of the historical background of the UPSC. With your permission I would like to quote

from forty-seventh Report of the Estimates Committee which had gone into the working of the UPSC. The Chairman of the Estimates Committee at that time was my distinguished predecessor, Shri Venkatasubbaiah, Member of Parliament and also Minister for Personnel :

“It is a universally accepted principle of democratic Government that there should be some institution or authority, independent of the political executive, to deal with recruitment and management of public services. The basic intention is to ensure equality of opportunity and treatment for all citizens and to guard against the evil effects of nepotism or favouritism. One of the best statements of the purpose of these institutions (variously called as ‘Civil Service Commission’, ‘Public Service Commission’ or ‘Public Service Board’ etc.) is contained in the Report of the Commission on the Superior Civil Service in India, 1924 (Lee Commission). The Commission observed :

“Whether democratic institutions exist, experience has shown that to secure an efficient Civil Service it is essential to protect it, so far as possible, from political or personal influences and to give it that position of stability and security which is vital to its successful working as the impartial and efficient instrument by which Government, of whatsoever political complexion, may give effect to their policies. In countries where this principle has been neglected, and where the “spoils system” has taken its place, an inefficient and disorganised Civil Service has been the inevitable result and corruption has been rampant”.

Thus, the institution of Public Service Commission supports and advances meaning and practice of democracy in providing a shield against corruptive influences over the public services and upholding the merit system.”

I would like to quote the concluding para also :

“The growth of Public Service Commission in India as an independent body to advice the executive in service matters like recruitment, discipline, promotions etc. is of comparatively recent origin. In fact, the idea of an independent service Commission in this country has grown along with the evolution of Indian Constitutional Reforms. The Public Service Commission (India) first set up in 1926 was established in accordance with the provisions of the Government of India Act, 1919 and the Federal Public Service Commission in 1937 was a by-product of the Government of India Act, 1935. With the coming into force of the Constitution in 1950, the Union Public Service Commission displaced the Federal Public Service Commission. The institution of the Public Service Commission is looked upon as a bulwark of democracy. It is a symbol of merit system in public services and its avowed objective is to eliminate nepotism and political abuse from public administration. While the Public Service Commissions are a common feature of most of the democratic Governments today, it is to be particularly noted that the Public Service Commissions in India (Union and State) have been created by the Constitution itself and not as in most other countries by a mere Act of Legislature. Hence to assist Government to maintain and manage an efficient public service the founding fathers have endowed the Commissions with independence, status and dignity.

SHRI NARAYAN CHOUBEY : Sir, how long he will read out ?

MR. DEPUTY SPEAKER : The Hon. Minister has taken the permission of the Chair to quote.

SHRI K. P. SINGH DEO : I have taken his permission. If you kindly have the patience. I will answer your points also.

SHRI AMAL DATTA : You should explain what is the purpose of quoting all these things from the Report.

SHRI K. P. SINGH DEO : You were absent throughout the debate. Kindly have the patience to listen to me. You will know the significance.

PROF. MADHU DANDAVATE : He was not absent throughout.

SHRI K. P. SINGH DEO : I am particularly noticing your presence.

PROF. MADHU DANDAVATE : He was present but absent-minded.

SHRI K. P. SINGH DEO : May be, but you will know it better. (*Interruptions*)

Then, Sir, it continues like this :

“The vitally important role which the Constitution has assigned to the Union Public Service Commission underlines the need for independence in its members. It is of utmost importance that the composition of the Commission should be sound and well-balanced. The members of the Commission should not only be persons for calibre and merit but of unimpeachable reputation for independence and competence in its members. It is of utmost importance not only to ensure that the Commission discharge their complex and delicate functions—objective and correct assessment of the suitability of candidates—efficiently but also to inspire public confidence in the Commission.”

Sir, after this, some time in March this year, our Prime Minister thought it fit to write to all the Chief Ministers on 21st March 1985 specially with regard to bringing functional efficiency in the Public Service Commissions and in his letter he raised these vital points. Sir, with your permission, I would like to quote again.

“If the Commissions are properly manned, there should be no occasion to do anything that would detract from their independence or dilute the status accorded to them in the Constitution. Special measures are also necessary to strengthen the Commissions and to improve their functional efficiency :

There should be sufficient delegation of financial and administrative powers somewhat along the lines of the Union Public Service Commission.

Methods of selections are still archaic and time consuming. There

is clearly a need for much greater recourse to modern aids. Wherever feasible, computerisation could be of great help.

The State Governments should assist in ensuring that the Commission is staffed at all levels by persons of proven integrity. Special screening should be done with regard to those who have to work in the confidential branches.

The association of sufficient number of experts should be institutionalised in all selections. The State Governments should also take care to notify the right number of vacancies in advance and should scrupulously resist the temptation of asking for supplementary lists later. It would be valuable if the Commissions could evolve their own internal review of methods and techniques and also interact regularly with experts and consultants in related fields. There is always scope for creative innovation.”

The reports have been absolutely frank and have been absolutely objective. They have concealed nothing. They have brought out the weaknesses and they have also brought out strong points. Wherever lapses are, whether in Government or in any other departments or in subordinate offices or in any of the attached offices, the reports have not tried to do away with them. It is in this context that I would like to mention that the points made by the Hon. Members whether they are regarding *ad hocism*, whether they are regarding delay in various appointments and verifications, whether holding of the departmental, promotional committees, recruitment policies interviews, etc. have been well taken note of. Then, some of the Hon. Members spoke only about 32nd and 33rd Reports on the age relaxation, raising the age exemption for certain posts, etc. The other points made related to having training centres for the scheduled castes and scheduled tribes, examination in their own languages, confirmations, promotions, equitable distribution throughout the country, and that more than 37 Universities should have the facility for examination centres etc. These have all been taken into consideration

time and again and there has always been a continuous effort by the Union Public Service Commission and the Government to effect improvements.

Coming to the individual points made by certain Hon. Members, I would like to take this opportunity to say that neither the Members of the Public Service Commission nor the officers are present here and to make certain snide remarks about them does not enhance the reputation and credibility of the Hon. House or the Hon. Members. Very distinguished persons have been Chairmen or Members of the Commission. All of them have been experts in their own fields of administration. They have held very responsible posts, both official and non-official. There have been Chairmen who have been non-officials as well as officials, as also from the scheduled castes. There have been lady Members as also Members belonging to the scheduled tribes but they retired in December, 1984. Keeping that in view, I would like to mention that the Members of the Commission are all distinguished people. If you say, I would give you the background of the present Members.

MR. DEPUTY SPEAKER : It is not necessary.

Many Hon. Members touched the point that the reservation for scheduled castes and scheduled tribes was being taken advantage of by the same families.

SHRI K. P. SINGH DEO : For that I would have to look to the record for the last 37 years, and the entire lists of people who have been selected. The answer is not readily available, but I would answer some of the points which have been raised and on which information is available.

Hon. Member, Shri Rajhans said that the number of candidates selected for the IAS from the Hindi-speaking areas like Bihar, UP, Rajasthan, Madhya Pradesh and my own State, Orissa, is not large. In this context, I would like to mention that the percentage of population of Bihar to the population of the country is 10 per cent, and the percentage of candidates selected from Bihar for the years 1980 to 1982 was 12.39 per cent. In the year 1980, they were 18, in the year 1981, they were 19 and in 1982, their number was

18. In the case of Madhya Pradesh, percentage of population of the State to the total population is 7.68 per cent, and the percentage of candidates selected from the State was 1.40 per cent. Orissa—the percentage of population of the State to the entire population is 3.88 per cent, and the candidates from the State were 4.72 per cent. Then, Rajasthan—the percentage of population of the State to the total population is 5.45 per cent, and the candidates selected were 8.18 per cent of the total number. In respect of Uttar Pradesh, the figures were 16.32 per cent and 17.12 per cent respectively. These figures would give you a fair idea of the situation.

Another point raised by Members, particularly by Shri Sriballav Panigrahi, was that ad hoc appointments should be approved at the level of the Minister. Strict instructions have been issued to all administrative Ministries not to resort to adhoc appointments and if adhoc appointments in Group A Services have to be resorted to because of certain circumstances, approval of the Minister of the administrative Ministry is normally obtained, and if it relates to appointments against posts carrying pay of Rs. 2250 and above, then it has to go to the Appointments Committee of the Cabinet.

There was a demand for more centres for civil services examinations. It is only in 1983, three such centres have been opened in the pre-dominantly tribal areas, viz. Aizwal, Kohima and Raipur. The suggestions made by the Hon. Members will be looked into. Centres are determined on the basis of the number of candidates appearing for the examination, but we shall certainly take into consideration the points made specially by Shri Vijay N. Patil who has given the name of a new centre to be opened where three States converge and which is predominantly a tribal area. We shall see what can be done.

Many of the members mentioned that the coaching centres do not do anything for the Scheduled Tribes and Scheduled Castes and that this is only an eye-wash. They wanted to know whether any Scheduled Castes and Scheduled Tribe candidates through these centres have ever made any mark. In 1982, 55 candidates belonging to Scheduled Castes were selected for appointment for IAS, IPS and other Central Secretariat Services. And in 1983, 47 candidates were successful.

PROF. N. G. RANGA : Were they given special training ?

SHRI K. P. SINGH DEO : Yes Sir. Figures regarding IAS candidates from various States I can lay on the table and same is the case with IPS.

MR. DEPUTY SPEAKER : Shri Choubey referred to a circular yesterday.

SHRI K. P. SINGH DEO : It has got no relevance with the UPSC. Hon. Members both in this House and even in the State Legislatures do complain of political interference in the matters of administration. There are various channels of redressal of grievances available to the staff, by which they can redress their personal grievance if any. It is not necessary to utilise the services of the Hon. M.Ps. and M.L.As. as far as transfers and postings are concerned. This will only lead to political interference.

SHRI NARAYAN CHOUBEY : Why should this be so for government employees alone ?

PROF. N. G. RANGA : With all my respect for you, I say that it is not desirable that they should be approaching us.

SHRI NARAYAN CHOUBEY : Many farmers approach you. Many trade union people approach you. Why cannot the Government employees approach you ? Are they slaves ?

PROF. N. G. RANGA : We should be saved from that kind of embarrassment.

SHRI AMAL DATTA : Who are they going to protect by this particular rule ?

SHRI K. P. SINGH DEO : May I have a chance to finish Sir ? You had your say. Kindly allow me to have my say. I am trying to answer your points. The Hon. Member, Shri Narayan Choubey had said that smugglers and businessmen and every one can approach MPs. They are most welcome to approach MPs. We do not hold any brief for smugglers and such other industrialists. But the government servants are bound by certain rules of conduct while they are in government service. We would like to maintain discipline and the channels of communication and the channels of com-

mand. Therefore, we must maintain certain ethics while in government service.

There was another point. It was said that only high income groups with public school background got into the IAS. I have got the figures from 1972 to 1974 which were the basis for the Kothari Committee's recommendation on the lowering of the age, which will be of distinct advantage to the rural people.

15.00 hrs.

I would like to quote from the...

MR. DEPUTY SPEAKER : You can lay the figures on the Table.

SHRI K. P. SINGH DEO : I can lay them on the Table.

There was one more point which most of the Members made. That was that the training and the selection of officers for the higher Services and for the Services should be of a very higher order, because after all, these are the people who are going to implement Government's policies, whichever Government is in the seat of power, or whichever party is in power. It is because of this that our Prime Minister has taken concrete measures to see that there is a mandatory provision for periodic training of officers, both in the field and in the Administration, so that there is a free flow of communication about the impediments or difficulties in the field, and those in the Administration.

With these words, I would like to say that the Hon. Members' points are given the highest consideration and the highest respect; and it is because of this that we have been improving from year to year. But we are not satisfied with the improvements. It is a continuous affair, and we would like to meet the aspirations of the country, and of the Members of the Hon. House.

MR. DEPUTY SPEAKER : Two motions have been moved by Shri Singh Deo. Now I would put the first one, regarding the 32nd and 33rd Reports of the Union Public Service Commission.

The question is :

"That this House takes note of the Thirty-second and Thirty-third Reports of the Union Public Service Commission for the periods from 1st April, 1981 to 31st March, 1982 and 1st April, 1982 to 31st March, 1983, along with the Government's Memorandum on the cases of non-acceptance of the Commission's advice mentioned there in, laid on the Table of the House on 2nd March, 1983 and 2nd May, 1984 respectively."

The motion was adopted

MR. DEPUTY SPEAKER : Now I shall put the second Motion, regarding the 34th Report of the Union Public Service Commission.

The question is :

"That this House takes note of the Thirty-fourth Report of the Union Public Service Commission for the period from 1st April, 1983 to 31st March, 1984, laid on the Table of the House on 8th May, 1985."

The motion was adopted

15.02 hrs.

DISCUSSION RE : NEW TEXTILE POLICY

[English]

MR. DEPUTY SPEAKER : Now we take up the next item, viz. Discussion under Rule 193. I now request Prof. Madhu Dandavate to initiate the discussion.

PROF. MADHU DANDAVATE (Rajapur) : Mr. Deputy Speaker, Sir : I rise to raise a discussion under rule 193, on the Textile Policy which was announced by the Government on the 6th June 1985. At the very outset, let me make myself extremely clear that very often when one talks of textile industry, prominently one has before one's eyes the organized mill sector. But it is necessary to take cognizance of the fact that out of 120 lakhs of employees employed in the textile industry, 13 lakhs are employed in the organized mill sector, 32 lakhs in the powerloom sector and 75 lakhs in the handloom sector—the last of which provides the

maximum employment to the rural population in the country. In view of this fact, we have to take note of the fact that there has to be a balanced policy vis-a-vis all these three sectors, viz. organised mill sector, the decentralized powerloom sector, and the handloom sector.

Before I proceed to analyze the various premises of the new Textile Policy that has been adumbrated by the Government, I would like to recall in this House, and particularly refresh the memory of the Hon. Minister to the objectives that were laid down by this Government when it announced on March 9, 1981 the objectives of the textile policy. I would like to judge the correctness or otherwise of the present policy; on the touchstone of the various objectives which were enunciated in the 1981 textile policy document. The various objectives were— I am quoting from the document of 1981 :

- (1) Increasing the production of cloth of acceptable quality; to meet the clothing requirement of a growing population at a reasonable pace;
- (2) Promoting of harmonious and balanced growth of all sectors of the textile industry, in consonance with national priorities and targets of the five-year Plan;
- (3) Maximum possible growth of handlooms in the decentralized sector, and faster growth of Khadi, hosiery and the natural silk sectors... to generate more employment and raise standard of living of small weavers and other employed in this sector.
- (4) Strengthening and streamlining of infrastructure for distribution of cloth to weaker sections of the population.
- (5) While maintaining the dominant position of the cotton as a man made fibre, encouraging the use of man made fibre and yarn by different sectors of the industry keeping in view the domestic and international consumption trade, and for this purpose increasing the availability of natural and man made fibre and yarn.