

Rao, Shri Ramapathi  
Rao, Shri Rameshwar  
Rao, Shri Thirumala  
Raut, Shri Bhola  
Reddy, Shri K. C.  
Reddy, Shrimati Yashoda  
Roy, Shri Bishwanath  
Sahu, Shri Rameshwar  
Saijal, Shri A. S.  
Sanji Rupji, Shri  
Saraf, Shri Sham Lal  
Satyabhama Devi, Shrimati  
Shah, Shri Manabendra  
Shah, Shrimati Jayaben  
Shankaraiya, Shri  
Sharma, Shri A. P.  
Sharma, Shri K. C.  
Shashi Ranjan, Shri  
Shastri, Shri Lal Bahadur  
Shastri, Shri Ramanand  
Sheo Narain, Shri

Shinde, Shri  
Shyamkumari Devi, Shrimati  
Siddananappa, Shri  
Sidheshwar Prasad, Shri  
Singh, Shri K. K.  
Singh, Shri R. P.  
Singha, Shri G. K.  
Sinha, Shri Satya Narayan  
Sinha, Shrimati Tarkeshwari  
Sinhasan Singh, Shri  
Sivappraghassan, Shri  
Soravane, Shri  
Soy, Shri H. C.  
Subbaraman, Shri  
Subramaniam, Shri C.  
Sumat Prasad, Shri  
Suresh Pal Singh, Shri  
Surya Prasad, Shri  
Swarn Singh, Shri  
Tahir, Sri Mohammed  
Thimmiah, Shri

Tiwary, Shri D. N.  
Tiwary, Shri K. N.  
Tiwary, Shri R. S.  
Tula Ram, Shri  
Tyagi, Shri  
Upadhyaya, Shri Shiva Dutt  
Vaishya, Shri M. B.  
Valvi, Shri  
Varma, Shri M. L.  
Varma, Shri Ravindra  
Veerasappa, Shri  
Venkatasubbalah, Shri P.  
Vijaya Raje, Shrimati  
Virbhadra Singh, Shri  
Vyas, Shri Radhejal  
Wadiwa, Shri  
Wasnik, Shri Balkrishna  
Yadav, Shri N. P.  
Yadav, Shri Ram Harkh  
Yadav, Shri B. P.  
Yusuf, Shri Mohammed

## NOES

Alvares, Shri  
Bade, Shri  
Badrudduja, Shri  
Basant Kunwari, Shrimati  
Bhattacharya, Shri Dinen  
Bhawani, Shri Lakhmu  
Bheel, Shri P. H.  
Biren Dutt, Shri  
Buta Singh, Shri  
Chatterjee, Shri H. P.  
Dandekar, Shri N.  
Dasartha Deb, Shri  
Deo, Shri P. K.  
Dharmalingam, Shri  
Dwivedy, Shri Surendranath  
Gokaran Prasad, Shri  
Gulshan, Shri  
Gupta, Shri Kanshi Ram  
Gupta, Shri Priya  
Kachhavaia, Shri Hukam Chand  
Kakkar, Shri Gauri Shankar

Kamath, Shri Hari Vishnu  
Kandappen, Shri S.  
Kapur Singh, Shri  
Kar, Shri Prabhat  
Kohor, Shri  
Koya, Shri  
Krishnapal Singh, Shri  
Kumaran, Shri M. K.  
Laxmi Dass, Shri  
Mahananda, Shri  
Mahato, Shri Bhajhari  
Mahida, Shri Narendra Singh  
Manoharan, Shri  
Masani, Shri M. R.  
Mate, Shri  
Mehta, Shri Jashvant  
Mukherjee, Shri H. N.  
Murmu, Shri Sarkar  
Nambiar, Shri  
Patnayak, Shri Kishen

Ramabadrn, Shri  
Rameshwaranand, Shri  
Ranga, Shri  
Reddy, Shri Narasimha  
Roy, Dr. Saradish  
Sezhiyan, Shri  
Shastri, Shri Prakash Vir  
Shinkre, Shri M. P.  
Siddhanti, Shri Jagdev Singh  
Singh, Shri Y. D.  
Singha, Shri Y. N.  
Sivasankaran, Shri  
Solanki, Shri  
Swamy, Shri M. V.  
Swamy, Shri Sivamurthi  
Trivedi, Shri U. M.  
Utiya, Shri  
Venkiah, Shri Kolla  
Vishram Prasad, Shri  
Yashpal Singh, Shri

13.11 hrs.

Mr. Speaker: The result of the division is as follows:

Ayes: 209; Noes: 62\*.

The motion was adopted.

MOTION RE. THIRTEENTH AND  
FOURTEENTH REPORTS OF  
U.P.S.C.

The Minister of State in the Ministry of Home Affairs (Shri Hathi): I beg to move:

"That this House takes note of the Thirteenth Report of the

\*Noes: The name of one Member could not be recorded.

[Shri Hathi]

Union Public Service Commission for the period 1st April, 1962 to 31st March, 1963, together with the Government's Memorandum thereon, and the Fourteenth Report of the Union Public Service Commission for the period 1st April, 1963 to 31st March, 1964, laid on the Table of the House on the 19th December, 1963 and 18th November, 1964, respectively."

13.12 hrs.

[MR. DEPUTY-SPEAKER in the Chair]

The report along with the memorandum was laid on the Table of the House, as I have just mentioned, and it is now for this House to consider both the reports, that is, the report for the period 1962-63 and the report for the period 1963-64.

The U.P.S.C., as the House knows, is a body appointed under article 315 of the Constitution and is entrusted with certain powers and functions under article 320 of the Constitution, and Government are enjoined that before they take any action in respect of certain matters enumerated therein, they should consult the U.P.S.C. We invariably do so.

As regards the functions, they have been mentioned in article 320, and for each of the two years, the reports mention the various functions performed and the progress made by the U.P.S.C.

The House will find from the report for the year 1962-63 that during that year there were 12,600 cases referred to them, or on which the U.P.S.C. was consulted in regard to various matters. Out of this total number 12,600, there has been only one case where the Commission's advice was not accepted. The reasons for the non-acceptance of the Commission's advice in respect of that only one case has been explained in the Government's Memorandum, and I would not like to take the time of the House by mentioning those rea-

sons. They are in the memorandum which we have laid on the Table of the House.

In the report for the year 1963-64, hon. Members will find that the total number of cases referred to the Commission was 14,425. Out of these, there has not been even a single case where the Commission's advice has not been accepted. This will show that Government take into consideration the advice offered by the U.P.S.C. and follow it. It is only in one case out of a total of 27,000 in two years that the advice of the Commission has not been accepted, but there also it is not that the advice has not been accepted in principle; in principle it has been accepted, but the only question was whether the punishment should be heavier or lighter. But that has all been explained in the memorandum submitted by Government. So there also it was not that the advice of the Commission was not accepted. On the contrary, Government wanted to give a rather stricter punishment than was recommended by the Commission. The guilt of the officer concerned was established; the only question of difference was on the quantum of the penalty. There the Government imposed a slightly stricter penalty than recommended by the U.P.S.C. So even if we say that the advice was not accepted, that was the one single case, single exception. In all the others, 27,000 cases in two years, the advice of the Commission has invariably been accepted.

I would not like to deal with the various points in the Reports just now. I shall await the suggestions of hon. Members; I think they will have some suggestions to offer....

Shri Hari Vishnu Kamath (Hoshangabad): Useful suggestions.

Shri Hathi: ...which I hope will be useful and also constructive. At

this stage, I would not like to go into details. But I would only mention one or two salient points.

The workload on the Union Public Service Commission has increased from year to year. In spite of that, the disposals and recommendations have been quicker. In spite of the heavy load which the Commission has had to bear, there has not been any delay in the references or the appointments, and on the whole, we have been able to recruit sufficient numbers every year of candidates we wanted.

Sir, I move.

**Mr. Deputy-Speaker:** Motion moved:

"That this House takes note of the Thirteenth Report of the Union Public Service Commission for the period 1st April 1962 to 31st March 1963, together with the Government's Memorandum thereon, and the Fourteenth Report of the Union Public Service Commission for the period 1st April 1963 to 31st March 1964, laid on the Table of the House on the 19th December 1963 and 18th November 1964, respectively".

**Shri Hari Vishnu Kamath:** On a point of order. I am sure you will agree that though there was no quorum when the Minister spoke, at least when the debate goes on....

**Mr. Deputy-Speaker:** Let him say there is no quorum.

**Shri Hari Vishnu Kamath:** I have said that there was no quorum when the Minister spoke. At least during the debate, there should be quorum.

**Mr. Deputy-Speaker:** I did not hear him. Otherwise, I would have had the bell rung then.

**Shri Hari Vishnu Kamath:** I did not raise it then. I am raising it now: though there was no quorum during the Minister's short and sweet speech,

at least for the debate there must be quorum.

**श्री हुकम चन्द कछवाय (देवास) :** कोरम के बाद मंत्री जी का फिर से भाषण करवाया जाय ।

**Mr. Deputy-Speaker:** The bell is being rung—Now there is quorum.

**श्री हुकम चन्द कछवाय :** उपाध्यक्ष महोदय, मेरा एक प्वाएंट राफ़ आर्डर है । जब लोक सभा की कार्यवाही चलाने के लिए यह नियम है कि कोरम के बगैर लोक-सभा की कार्यवाही बंद या नियमानुकूल नहीं मानी जायगी और कोरम होने के बाद ही वह कार्यवाही ठीक मानी जाती है और बिना कोरम के यदि कोई कार्यवाही होती है तो उस को रेकार्ड में नहीं लाया जाता है इसलिए मेरा यह निवेदन है कि चूंकि मंत्री जी के उस समय भाषण के अवसर पर कोरम नहीं था इसलिए वह कार्यवाही फिर होनी चाहिए, दुबारा उन में भाषण करवाया जाय ।

**उपाध्यक्ष महोदय :** उस समय कोरम का चेंनेज करना चाहिए ।

**Shri Sezhayan (Perambalur):** I beg to move:

That for the original motion, the following be substituted, namely:

"This House, having considered the Thirteenth Report of the Union Public Service Commission for the period 1st April, 1962 to 31st March, 1963, together with the Government's Memorandum thereon, and the Fourteenth Report of the Union Public Service Commission for the period 1st April, 1963 to 31st March, 1964, laid on the Table of the House on the 19th December, 1963 and 18th November, 1964, respectively, is of opinion that,—

(a) whereas it is highly desirable and equitable to provide

[Shri Sezhiyan]

opportunity to every one to write the All India Civil and other Service Examinations in his own mother tongue, the proposal to introduce Hindi to the exclusion of other languages like Tamil, Telugu, Kannada, Malayalam, Bengali, Marathi, Gujarati and other well developed national languages in India, will be a great injustice to the non-Hindi people.

- (b) if Hindi becomes the medium of examination of public services, it will have a tactical advantage over the other language medium instruction and institutions; and
- (c) the introduction of Hindi as the medium of All-India examinations will create a permanent and ever-increasing handicap to non-Hindi people."

**Mr. Deputy-Speaker:** Both the original motion and the substitute motion are now before the House.

As there is, as usual, a large number of speakers, I would like hon. Members to take at the most about 15 minutes each.

**Shri N. Dandekar (Gonda):** Mr. Deputy-Speaker, Sir, I would like to begin my observations by saying that if I make any criticism or suggestions it is not because I think that the Union Public Service Commission has not performed its functions well; on the contrary, I would like to state it explicitly that the Union Public Service Commission in particular is among the few statutory constitutional bodies that function with admirable efficiency and despatch and doing exceedingly well.

On going through the reports, some of the matters that occurred to me as

of importance are: firstly, the growing tendency on the part of Government to keep out from the purview of the Union Public Service Commission the increasing number of autonomous Central Government bodies and public sector corporations and companies. I wonder whether there is any particular reason of policy why autonomous bodies are excluded;—I am not here referring to autonomous bodies that have separate Service Commissions of their own like the Railways which have their own separate service commission, but to autonomous bodies which do not have their separate public service commissions and also public sector corporations and companies that have no separate recruitment commissions. I wonder why the recruitment to these bodies and organisations is not being handled by the Union Public Service Commission. I am told, for example, that there is now a possibility that the Indian Council of Agricultural Research,—which has a very large staff,—is intended to be taken out of the competence of the Union Public Service Commission by making it an autonomous body to look after its own recruitment. I suggest Government might consider—to repeat a little bit—whether for these organisations which have no properly constituted service commissions of their own already, recruitment should not be handled by the U.P.S.C. or by some other commission especially constituted.

The second point, to which I would like to invite the Minister's attention,—because I think it is a rather serious matter,—is the number of cases in which—I am referring to appendix IX—the very large number of cases in which the Commission was unable to recruit suitable candidates for the posts which were advertised and for which interviews have taken place. I am really surprised that the list should be so large and so varied, covering, for instance, architecture, art, aviation, economics and statistics, technical services, educational, etc.—

this seems to be quite a large number. There are other departments also like engineering which account for quite a large number, with the result that against a large number of vacancies for which advertisements were issued and candidates were interviewed, actual recruitment did not take place because candidates of the requisite standard were, the Commission says, not available.

Now, I take it that the finding of the Commission is right, that it could not get candidates of the standard required. But what worries me is this: are the qualifications that are being laid down, and specifications in terms of experience being laid down, such as fit only particular persons and not the generality of those for whom the posts are advertised? Secondly, and this is perhaps more important, I wonder whether, particularly for technical, scientific and in educational recruitment cases, the emoluments offered are adequate. It seems somewhat puzzling that this situation should prevail even while we have a very large, extraordinarily large number of unemployed people, many of them exceedingly well educated; and there is also a list issued by the Council of Scientific and Industrial Research of technically qualified people who are on their rolls and who have not got jobs. It seems to me that there is something wrong somewhere that the Union Public Service Commission is unable to get men of the quality or qualifications required after having advertised and interviewed them for recruitment to particular services. I think there is something serious here that needs looking into, it is not enough that it is consigned merely to a statistical statement that occurs year after year.

The third point to which I would like to invite the attention of Government is the material that is contained in Appendices XIII and XIV, namely, lists of posts for which requests were

cancelled after advertisements but before interview, and lists of posts for which requests were cancelled after advertisement and interview. I do not know what the cost is per candidate advertised for, what cost each candidate himself incurs for having to apply for various posts and appear for interviews, and what it costs the Commission actually to select candidates for interviews and then interviewing them. But it seems to me a tremendous waste of public time and money that there should be such large numbers of cases where requests were cancelled after advertisement but before interview, and particularly those which were cancelled after advertisement and after interview. I think this is another area which does require careful examination.

Finally, and perhaps, even more serious, especially from the point of view of the candidates who apply, who have been interviewed and been selected, is the list contained in Appendix XV, namely list of cases where the offer of appointment was delayed by Government. It really is the most astonishing list of cases. The total number is very large and the Commission's statement is extremely lucid, giving as it does the date of recommendation and the date of offer of appointment. There is a case where the recommendation was made in August, 1961 and the offer of appointment was made in October, 1963. There was another case where the recommendation was made in January, 1963, but no offer of appointment has been made yet. And so, it goes on and on. Various Ministries are concerned—the Ministry of Defence, the Ministry of Education, the Ministry of External Affairs, the Ministry of Finance, the Ministry of Food and Agriculture, the Ministry of Home Affairs, and whole lot of others. There is a tremendous amount of public expenditure involved on advertising and interviewing the selected candidates, but much more serious than that is the trouble

[Shri Dandekar]

which the candidates have to undergo. I know of several cases where the candidates have been interviewed and selected months ago, years ago, and they are still waiting. They do not know what to do, whether to accept alternative employment or not, whether to "approach" somebody for the job for which they were selected, or to find out what was holding up the traffic.

Finally, Sir, just one more point, and I shall have done. I am glad that the references to the Public Service Commission of disciplinary cases are being dealt with on the lines recommended by the Commission. Indeed, it was very satisfying to hear that there was only one case in 1962-63 where the recommendation was not acceptable, and none in 1963-64. That is a matter on which I think Government deserve to be congratulated.

There is nothing more that I would like to add. In summing up I would like to recapitulate and emphasise three points—firstly, exclusion from the Commission's jurisdiction of various autonomous bodies, public sector corporations and public sector companies that have no recruitment commission of their own; secondly, this business of advertising posts and then cancelling them either before or after interview; and thirdly, the large number of cases in which appointments have been delayed by Government, sometimes ranging over a period of 1-1/2 or two years.

**Shri Harish Chandra Mathur** (Jalore): These two reports which we have before us are of an extremely routine nature, which show hardly any awareness of the grave problems with which the administration is faced today.

I will first deal with the reports as such, and then go into more basic, more important matters, to indicate what is lacking both at the Government as well as the Public Service

Commission level, certain deeper issues which should have much earlier received the attention both of the Government and the Commission.

The Fourteenth Report says that the Commission is grateful to the Ministers and the departments of the Government of India for the cordial co-operation that they have given. So, we should be able to say three cheers for both the Government of India and the Commission, but, unfortunately, it is not so. Both the Government and the Commission, I am quite clear in my mind, have completely failed to take note of and show any awareness of the maladies from which the administration is suffering.

Our Constitution provides for certain functions and responsibilities which the Union Public Service Commission has to discharge to be able to maintain the tone and temper of the services, to be able to command confidence in the Public Service Commission right from recruitment to training, promotion and discipline, which is lacking today very much. It can be said without any fear of contradiction that the moral tone and the efficiency of the administration today is lower than it ought to be. Who is responsible? Either the Home Ministry or the Union Public Service Commission, which is supposed to play an important role in this matter.

As I told you, I will first deal with certain minor points. This Commission has mentioned from year to year about certain irregularities which are being perpetuated—delayed references and unauthorised appointments which continue for a long time. What I am concerned with is only one thing. I can understand that in such a large Government, in such a wide-spread organisation, such cases are bound to occur, but whether the Government takes any note of it is the important question. Are those officers, are those Ministers fully aware that they are responsible for it? Has any action been taken on these facts

brought out by the Commission in their reports from year to year? I asked the hon. Home Minister earlier about this. On the showing of the Public Service Commission, there have been unconscionable delays, there have been unauthorised appointments which could not be justified, and yet, I am afraid, that not in one single case has action been taken against the person who was responsible for such dereliction of duty.

My hon. friend who initiated the discussion, spoke about the public sector enterprises, and the great point which he wanted to make was that the jurisdiction of the Public Service Commission has been ousted. Government have never shown any interest to take out of jurisdiction of the U.P.S.C. anything which belongs to it by statutory provision. They have got to place before the House any limitations which they have to put on the U.P.S.C.

**Shri Hari Vishnu Kamath:** Sir, on a point of order, Sir. I am always anxious and so are you and the House too, that when my hon. friend Mr. Mathur makes a useful and substantial contribution to the debate there should be quorum in the House.

**Mr. Deputy-Speaker:** The Bell is rung... Now, there is quorum.

**Shri Harish Chandra Mathur:** I was referring to the objection raised by my hon. friend Mr. Dandekar about the exclusion of recruitment by public undertakings from the U.P.S.C. It would be a very sad day if it is handed over to the U.P.S.C. in the present set up; their difficulties of the public undertakings will be doubled and there would be such a stagnation and such difficulties that we will never be able to get over them. It is not as if in this country alone the public sector enterprises are not within the purview of the U.P.S.C. It is not so anywhere in the face of the earth. In United Kingdom, they have the public service commission with ancient traditions and with very high principles; there too recruitment to the public

undertakings is not done by this Commission. Let us not commit the mistake of further restricting the free functioning of the public undertakings. Then what should be done about it? It is also my grievance that we have not thought of some institution which would satisfy the demands of the public undertakings. The ball lies in the court of the Government. Government have not been able to build up any such institution; there again the public undertakings are suffering from this handicap.

Another point is about the medium of examination. The hon. Member submitted that this will put the non-Hindi speaking States in a difficult position. That apprehension is not well-founded. There is not much force in that. Rather my apprehension is that those of the candidates who participate in these competitive examinations and write their answers in Hindi will be at a particular disadvantage. I do not know whether those people who speak in this House in Hindi get a better hearing in the House, in the Press or in the country. The examiners who examine the copies of these people who write in Hindi or in English will hardly be mindful of giving the proper place to Hindi and therefore I think that there is the danger that those people who answer their books in Hindi will be at a disadvantage. The hon. Minister should tell us how he proposes to deal with that matter and what arrangements have been made to see that there are proper standards and equality and equity is maintained.

I am speaking on certain important matters. I object to the very composition of the Commission as it is today. I do not know that this should be presided over by only a particular class of officer. I have nothing against the All India services IAS or ICS officers. They have a distinct role to play; they have their place. But it is not proper to put in it people of a particular service as the

[Shri Harish Chandra Mathur]

chairman of the commission because he has a particular life-long background and influence where there must be free and imaginative thinking.

I find that Mr. Zaheer retired on May 31, 1963. I do not mind if there are 1, 2, 3 or 4 Muslims on the U.P.S.C. But I simply hate the idea of a Muslim being replaced always by a Muslim. I raised this point earlier. Mr. Zaheer retires on 31st May and another Muslim takes over from 1st June. Howsoever impartial the members of the public service commission are, without casting any aspersion directly or indirectly, the very method of appointment gives suspicion to these people who appear before him and also his background and influence on the person concerned. I do not see the reason why in an earlier vacancy another Muslim could not be appointed. Let there be two or three Muslims. But, no. It is a regular practice that when a Muslim retires another Muslim takes the place. You are bringing in this caste even in the U.P.S.C. and this is something very much to be deprecated.

The hon. Minister should throw some light on the personality test and say what marks should be reserved for the personality test; that question has agitated the mind of the House. They have come down possibly from 400 to 300 for IAS. We want to know what the result of the study that they had done is. That is not before us. We do not know what their conclusions are or whether they are correct or not or why they have come down from 400 to 300. Did they find any case which warranted such a conclusion?

I am hastily passing from one point to another. I find the present position regarding disciplinary action is thoroughly unsatisfactory. Two cases, almost classic cases, are before us—the case of Mr. Kapur of Punjab who was under suspension and who is under suspension all the time and that of Mr. Grewal. For how many years

did Mr. Grewal remain under suspension? The ordinary practice should be that they should be able to decide within six months. Even after the particular officer was cleared by the court, something else kept on hanging and I find that both the Union Public Service Commission and the Home Ministry almost helpless. This is not a state of affairs which will inspire any confidence in the services. Here is the case of Mr. Kapur. I was really amazed to find the Home Minister saying that they have no objection to his being reinstated. Why are they running away from the responsibility? If they feel that he should be reinstated, why do they not reinstate him? I understand he has been cleared by the court in almost all the cases. If it is not so, then let the administration say so. Now, to refer the case to the Vigilance Commissioner surprises me still further. Here, you are bringing in a fifth wheel in the coach. What is the position of the Vigilance Commission? After all, if the Vigilance Commission, such a high-powered body, gives an advice that he has to be punished or something else has to be done, it would be referred to the Union Public Service Commission and then there would be a clash of authority between two such institutions. This is most surprising, and it only indicates a lack of responsibility at the highest level and it also indicates a greater confusion. I think we should have some better understanding of the situation.

I submit that the purpose and objective which were before us have not been fulfilled by the Union Public Service Commission. In their routine manner, they have tried to do their very best. I was reading only the other day a very lucid account of how deterioration has come in the services of the United Kingdom also, a country which is almost a sort of model before us. I have a book entitled *British Government Observed* by Brian Chapman. The author has given a very revealing account of why British

Government has suffered vis a vis the European countries, particularly, France, and one of the main reasons which he has praised is the administrative efficiency. The British system, the British services, their institutions, which are responsible for keeping the good health of the services have completely been out-dated and outmoded. He has been talking of the Victorian Age and has said that what their grandfathers and great grandfathers were doing cannot serve the purpose today. But we are talking of great, great grandfathers. Those types of services were necessary in the colonial period and were necessary for serving certain imperial purposes. But today, there are two things which have completely changed the complexion of the relationship of the services and their duties and responsibilities. First, the services and the citizen. The relation between the services and the citizen is, unfortunately, most irritating. Today, the people are dissatisfied with the Government; the people are dissatisfied with the administration because we have not been able to bring about a proper recruitment; we have not been able to bring about a proper training and we have not been able to bring about any change which will completely change the atmosphere and completely change the needs of the society: that is the relationship between the citizen and the services. Today, the citizen is not what he used to be. This is one very important point which has been made out in the book to which I now referred. The administration was supposed to be an instrument of some sovereign body; that is not so today. But that is the mentality which you have in the Government as well as the services. That has to be completely changed and transformed.

The second thing is, administration and development. Here again, the administration sits almost as a dead weight and the procedures and methods, the training and background and their psychology are very critically analysed in this book. It clearly

indicates why all other European countries, where things were abolished after the war and where there were so many difficulties, have gone far ahead on these two fronts.

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

**Shri Harish Chandra Mathur:** I will finish in two minutes, Sir. The book has described why they have completely outstripped Britain and why proper decisions are not being taken in Britain; why delayed decisions are taken and why, if they are taken, they are not being fulfilled. It would be interesting to read a few sentences out of it. It says:

"First, the traditional view of the State as the administrative machine through which sovereign powers were exercised (a view already challenged at the beginning of the century by Duguit) had become entirely unacceptable to wide sections of public opinion as well as the jurists."

Then he says that the United Kingdom is not prepared for any radical changes and that is the cause of this decline. The same unfortunately is the case with our Government. They are not prepared for any radical changes in the services, their structure, their mode of behaviour and their procedures, and that is why our plans are failing and that is why our citizens are irritated.

The second point which the book mentions is this:

"Since 1946/47 every west European country has been engaged in various ways with improving the selection, training, and supervision of public servants, and with profound reforms of different branches of public administration."

He goes into other minor details which are interesting. They have realised that the Central Government reform,

[Shri Harish Chandra Mathur]

local reform, judicial reform and educational reform are all too closely related to be dealt with in isolation. The unfortunate position here is that we are dealing with a department here and a department there in isolation. I am also supposed to give a report to the Home Minister about one or two departments. In this delaying and in this patch-up manner, how can we bring about any revolutionary reform or radical reform which will satisfy the citizen?

My hon. friend all the time talked about the ruling classes. Who is the ruling class now? The ruling class is not my hon. friend Shri Hathi. The ruling class is the bureaucracy. The ruling class is the bureaucracy which is completely disgruntled. The ruling class is the bureaucracy which is dissatisfied. The ruling class is the bureaucracy which has no respect for the Ministers, which has no respect for democracy; they have no respect for public life. It is here that the Union Public Service Commission and my hon. friend the Home Minister should sit together and apply their mind as to what radical change they have to bring about and consider whether these antediluvian institutions will serve the present needs of the country or not. I think it is high time that, if they want a bigger plan like the fourth Five Year Plan to be a success and if we want to give satisfaction to the citizens of this country, we were prepared for radical reforms. It is high time they sat together and gave satisfaction to the country at large.

**Shri Man Sinh P. Patel (Mehsana):** At the very outset, I would like to congratulate the hon. Minister on giving an opportunity for the discussion of these two reports together. I would have definitely appreciated if the Ministry could have selected the necessary time or opportunity for the discussion of these two reports separately, to discuss each year's report separately, but still, I am glad to have an opportunity to ventilate our own

views regarding the selection of the bureaucrats of the country who are indirectly, as suggested by my hon. friend, ruling the nation today.

First of all, a fear was expressed by my hon. friend Shri Dandekar regarding the medium of instruction. Because, in future, either at the instance of the Ministries or because of a policy decision of the Government, the Union Public Service Commission is likely to test the examinees in Hindi language. No doubt a small beginning might have been made, but as has been pointed out by my hon. friend Shri Harish Chandra Mathur, the imaginative thinking of the examiners will necessarily prevail. What we are concerned with at the moment is that we are trying to replace the medium of instruction up to the university level by the regional language. No doubt a warning is given by the Education Minister that this policy may be slow in its implementation, but there are certain universities in the country at the moment which have adopted the regional language as the medium of instruction up to the university level. There may be a position that fluency of the language, especially of the English language to which we are all accustomed, may become a fundamental ingredient in the selection of people, as has been repeatedly said by many people. Then there will be a disadvantage to these students of regional language Universities.

Regarding the personality test, I want to have a categorical statement from the hon. Minister. By what standard is this personality test conducted? Probably fluency of language makes an impression on the examiners. But many times we have had occasion to see fresh IAS officers. I have seen an IAS officer only 4'-10" in height and another IAS officer whose weight was only 85 lbs. I can give the names. I want to understand what is this personality test. Is it something other than the worth or the talent of the subject? Is it fluency of

language, height, weight or wearing spectacles, or what is it? In any case, fluency of language should not be the sole criterion and only knowledge of the subject should be considered. My own fear is that some other considerations like expertness in language will prevail as major ingredients of selection.

14 hrs.

I am glad a good beginning has been made with the UPSC examinations through the Hindi medium. I would urge on the Minister that wherever it is possible, UPSC examinations may be held in the regional languages also.

I now come to the administration. We are not concerned simply with administration of the country. We have to show to the people that here is a serving government to the people. We have to see that the relationship of the bureaucrat—the new IAS officers who have to do more with the development schemes—and the people should change and the people should feel that change.

I am prepared to quote what is happening in Gujarat. A senior officer of the IAS who was previously a Collector is put in charge of the district panchayats. Senior officers of the Government were transferred to the panchayati raj institutions and junior officers were in the collectorate. For the flag hoisting ceremony on 15th August, which was to be performed by these junior officers, the senior officers were absent. This is the approach of the IAS officers. The feeling of seniority and juniority is there even in non-official institutions like the panchayati raj. I would ask the hon. Minister whether there is any training now being given to these officers so that when they are transferred to the non-official panchayati raj institutions at the district or taluk level, the feeling of ruling is changed into one of serving the citizens? I have been seeing the working of these institutions since my youth and I have also had so many years of experience in parlia-

mentary life. Unless this change is brought about in the officers, the people will not feel happy.

As the hon. Member who preceded me pointed out, some people still feel that it is the IAS officers who are ruling the country and not the Ministers. After seventeen years of democratic institutions functioning in this country, in this Sovereign Republic of ours, is it not possible to show to the people that it is the policies of the Ministers in the Cabinet as a whole either at the Centre or in the States or in the panchayati raj institutions that are going to be accepted and not the policies of bureaucracy? It has been said that it is not enough that a man should be honest, but others must say that he is honest. Similarly, it is not we alone, the Members of Parliament, who should say that the country is being governed by the Cabinet, but the people at large, the common man in the street, the businessman or licence-holder, must feel that the policy that is being carried out is that of the Cabinet and not that of my friends selected by the UPSC.

We are suffering from administrative inefficiency. About the food question, the Ministers are saying that there is no administrative efficiency to deal with the situation. It is most unfortunate. Before independence, controls were there from 1943 up to 1952. The machinery was wide enough and even we, the people in the small States, could feel that the controls were being executed through an efficient machinery. But today, after 17 years of independence, with all the legislation and restrictions we have, we are not in a position to arrange things in such a way that the administration can be carried on with efficiency. Where does the fault lie? That is the question. Is it in the Government or is it in the selection method of the UPSC?

I will now come to the particular aspects of the Report. From Appendix II, we find that the number of appli-

[Shri Man Singh P. Patel]

cations is ten to twelve times the number of candidates required. It is a good fortune that interviews are also being called to the tune of 90 per cent of the original number of applications. But at the same time, according to Appendix IX, we find that enough number of qualified persons are not available for certain technical jobs. That is the sorry state of affairs at the moment. There may be some faults regarding the advertising procedure, which may be such that for certain complex type of jobs, right persons may not be called upon or selected. Sometimes appointments are being made by the Ministry in anticipation of the sanction and their retention is always being accepted by the UPSC. In the case of such *ad hoc* appointments made by the different Ministries, is it not an indirect way of compelling the UPSC to see that average men are to be retained and confirmed, because the right type of persons are not available? No doubt it is a healthy feature that the Union Government has not tried to differ from the cases referred to in the last year's report especially.

Now, Sir, there is one question regarding which one good suggestion has been made by Shri Dandekar. Recently I came in contact with a candidate who went for an interview at Dehra Dun for being absorbed in the Oil and Natural Gas Commission which is a public undertaking. The post was in the grade of Rs. 250-400. Now, such public undertakings have their headquarters at the far northern end of the country. For such small posts—because Rs. 250 to Rs. 400 is Grade II—candidates have to come to this northern end. There are about four divisions going on in Gujarat, Kalol Anand, Ankleshwar etc. Candidates are being called for interview by this public undertaking and they have to come to the headquarters at Dehra Dun because there is no system to interview the candidates in the respective regions. I would earnestly sug-

gest to the Ministry concerned that for the public undertakings the purview of selection of candidates should not necessarily rest with the Union Public Service Commission. There should be a separate system of a Service Commission of a permanent nature whereby regional selections also can be made.

In the first paragraph the number of examination centres is shown. It is reported that there are about 270 centres in about 330 districts for the country as a whole. There are about 19 districts in Gujarat. There are many districts where there are no examination centres at all. To make the Union Public Service Commission have a common feeling for the nation as a whole, there should not be any division like north, south, east or west and a common standard should be evolved.

**Mr. Deputy-Speaker:** Shri Sezhiyan.

**Shri Sezhiyan:** Mr. Deputy-Speaker, Sir,

**Shri Narendra Singh Mahida (Anand):** Sir, may I draw your attention to the fact that there is no quorum in the House to hear the hon. Member?

**Mr. Deputy-Speaker:** The hon. Member may resume his seat. The Bell is being rung.

Yes, now there is quorum. Shri Sezhiyan may continue his speech.

**Shri Sezhiyan:** Sir, the Union Public Service Commission is entrusted with the important duty of selecting personnel for the All-India Civil and Other Services. It is said that in Great Britain the Government is carried on not by the Cabinet, not even by the individual ministers, but by the civil services. In India also, I think the same role is obtainable for the Indian Administrative Service. As Mr. Mathur put it earlier, it is the Administrative Service which is the ruling class here. Therefore, greater atten-

tion should be paid to the selection of these personnel who indeed rule this country.

With rapid expansion of governmental activities in various spheres, with more powers being assumed and centralised, with big public undertakings coming into operation, the administrators should have—they are also having—an important role in shaping the destiny of this country. Therefore, the conditions and method that relate to the selection of these personnel should be scrutinised well before we proceed further.

Sir, here I want to say something about the composition of the previous Civil Service obtainable in this country under the British regime. In those days the composition of the Indian Civil Service was mainly composed of Britishers. Englishmen predominated up to the turn of this century. Almost the entire civil service was composed of only Englishmen. Then certain thoughts were given for recruitment of Indians also. Slowly Indians were also taken to the cadre of Civil Service. Till 1935 only about one-third of the composition of the Civil Service was converted into Indian and just before Independence it was about half.

Why I am pointing out this is this. These examinations were conducted for a long time in London and afterwards in India also. But the medium of these examinations being English and English-oriented, the Englishmen whose mother-tongue is English preponderated easily over the Indians who were at a disadvantage as far as this was concerned. The previous speakers also referred to it and I also refer with concern to the introduction of Hindi as a medium of the UPSC examinations. These fears and apprehensions are not new. These have been as old as the Constitution itself. In the Constituent Assembly there have been very many persons who expressed these fears, as Mr. B. Das who

came from Orissa put it very clearly. He said:

"The fears and suspicions that we harbour today were harboured by us till a couple of years ago, when the officialdom was manned by the Britishers and the civil service examinations were conducted in London. Naturally the Englishmen preponderated in service. Now that the civil services and other examinations are being held in Delhi, naturally hereafter the Hindi-speaking provinces (I am not talking of the immediate future but of fifteen years hence) the people of the Hindi-speaking provinces such as U.P. and C.P. will preponderate in the civil and other services of our country."

Then he went on to say:

"But I am not willing to reconcile myself to the position that for the next fifteen twenty or thirty years the sons of the Hindi-speaking people, whether they belong to U.P. or to the C.P. will preponderate in the all-India services."

Even while the consideration of the question of official language was before the Constituent Assembly, these fears of non-Hindi speaking people were expressed. Nothing has been done to assuage those fears or to expel those apprehensions.

Here I want to point out one thing. Very many persons come to us and say that we Southerners are very intelligent and we can easily master the language, "after all Hindi is a very easy language to learn." All that I can say is, it is a cruel joke. It is a fallacy to say that Hindi is easy to learn. Everybody thinks his mother tongue is easy to learn. I come from Tamilnad and I may think that Tamil is very easy to learn because it is my mother tongue. But in practice it is very hard to learn Hindi for the non-Hindi speaking people. Even in the Constituent Assembly one hon. Member coming from Mysore, though he had achieved proficiency in Hindi, had to say:

[Shri Sezhiyan]

"Sir, I have to learn Hindi. I have translated some books from Hindi into my own language Kannada also. But it is a difficult language for me to make up my mind to speak before this House. We cannot learn the technicalities of the language, the idiomatic language of the Hindi-speaking people. It takes time. I would give a challenge. Let either Shri Govind Das or Tandonji or Guptaji live among the Tamil people and learn to speak the Tamil language; the time taken will be not 15 years but 20 or 25 years. It is really a difficult problem."

The person who said this is the present occupant of the Chair, Shri S. V. Krishnamoorthy Rao. It is a very difficult problem, for a non-Hindi man to master Hindi. Persons who have come from non-Hindi-speaking areas and who have been very much proficient in Hindi have often expressed this view. If you like I will give you another opinion of a very eminent person, Dr. Suniti Kumar Chatterjee. He is a non-politician. He has written a number of books in Hindi. He has been an author and a noted linguist, and his books in Hindi have been acclaimed as good ones by Hindi Pandits and have won prizes. For his services in Hindi the Sahitya Sammelan conferred on him the title of *Sahitya Vachaspati*. Regarding Hindi as the official language and the language of the UPSC examinations. This noted doctor, Dr. Suniti Kumar Chatterjee has this much to say. I am quoting this because it has some particular significance to the subject under discussion.

श्री इकम चन्द कड़वाय : उपाध्यक्ष  
महोदय हाउस में कोरम नहीं है ।

**Mr. Deputy-Speaker:** The hon. Member might resume his seat. The bell is being run.....Now there is quorum. The bell has been rung for so many times during the last one hour, which is a bad reflection. I hope

hon. Members will stick to their seats. Now, he might continue his speech.

**Shri Sezhiyan:** Dr. Suniti Kumar Chatterjee had this to say:

"With English as a neutral language affecting all equally, and as the liaison language not only between India and the world but also among the various linguistic areas and States within India, it was a question of no special favour for any language at the expense of the rest. Now the Indian public as a whole (from the South, North, West and East) must pay for the development of Hindi which as yet has no intellectual significance or value for the rest of India. It must pay not only in money but also, as people in the non-Hindi areas feel, in a huge waste of time and energy and temper in trying to acquire and master a language not yet distinguished in any way above their own, and a language which is still in the making. Whatever concern or solicitude or goodwill might be outwardly shown for them, the languages of India other than Hindi will ultimately come as a result of these far-reaching recommendations to have but a secondary position even in their own areas. That is an eventuality which cannot be gladly accepted by their speakers. They will feel that most of the recommendations, particularly under Education and Public Service Examinations and the Administration, consciously or unconsciously, will bring about a fastening of the tentacles of Hindi on the public life and culture of the non-Hindi peoples in a manner which will make them helpless for ever."

This is the opinion of Dr. S. K. Chatterjee who has been honoured with the title of *Hindi Vachaspati* by the Hindi Sahitya Sammelan.

**Shri D. C. Sharma** (Gursdaspur): He has been ungrateful.

**Shri Heshiyar:** He has been truthful.

Then, leaving aside the opinion of individuals, what is the view of the non-Hindi-speaking States? For example, take Jammu and Kashmir. What is their view on the questionnaire issued by the Official Language Commission in 1956? I presume the hon. Member to my left was a member of that Government then.

**Shri Sham Lal Saraf** (Jammu and Kashmir): I appeared before that body myself.

**Shri Sezhiyan:** In reply to that questionnaire, the Government of Jammu and Kashmir stated:

"The residents of non-Hindi-speaking areas will be at a considerable, even more or less a permanent disadvantage compared to persons from Hindi areas if English is replaced by Hindi as the medium of the Union Public Service Commission Examinations."

Therefore, this is not after all a new development. Whenever the question of the official language came up, or the question of the medium for the UPSC examination came up, all the non-Hindi-speaking States, whether it is Tamilnad, Andhra, Kerala, Mysore, Bengal or Jammu and Kashmir, they have all been apprehensive about it. If you are replacing English, well and good, if you could do that, replace it by another language; we have no objection, because we are not enamoured of English or allergic to Hindi. If English is to be replaced and if any other language comes up to that level, let us accept it. But let us not accept Hindi alone to the exclusion of other languages like Tamil languages which are much more developed than Hindi.

If, for the UPSC and other examinations, you give a place of honour to Hindi, what will happen is that persons coming from the Hindi-speaking

area will have an advantageous position and they will have preponderance among the successful candidates. If it is your contention, for the introduction of Hindi by replacing English that one cannot speak or express himself clearly in an alien language, extending the same logic, a person from Tamilnad cannot express himself clearly in Hindi, which is alien to him. Therefore, the logical conclusion would be to allow a person coming from Tamilnad or Andhra to express himself in the UPSC and other examinations in his own mother-tongue. That would be the best solution. Here I have to say that this position has been unequivocally accepted by the Government of India much earlier, as early as 1955. On the 2nd May 1955, the then Home Minister, Shri G. B. Pant, categorically stated in this House:

"The Government have decided to be guided on the subject by the principles contained in the resolution entitled 'Examination for All-India Services' which was passed by the Congress Working Committee on April 5, 1954."

What is that resolution of the Congress Working Committee? That resolution says:

"The Working Committee recommend that progressively examinations for the All-India services should be held in Hindi, English and the principal regional languages, and candidates may be given the option to use any of those languages for the purpose of examinations."

I would like to know from the Minister of Home Affairs whether this categorical statement, whether this assurance given to the non-Hindi-speaking people, is ever going to be implemented. I am asking this question because assurances are quite often given just to assuage the feelings for the moment. As Mr. Nath

[Shri Sezhiyan]

Pai was saying the other day about our defence forces, as "invincible in times of peace and invisible in times of war" similarly, the assurances given during times of trouble are invincible but when the question of implementation comes, they become invisible. They are forgotten easily.

One hon. Member was saying "even if Hindi is coming in, what is there? Will there not be a dual manner of examinations?" Here I will give an example. Even now Hindi is one of the optional subjects along with other technical subjects

like pure mathematics or applied mathematics, English history or international law. Hindi is given a place of honour there. Any candidate appearing for the U.P.S.C. examination can take either any technical subject or Hindi as an optional subject. For purposes of illustration, I have taken the average of more than 200 for the years 1961, 1962 and 1963. The following is the statement showing the average percentage of marks for the optional subjects in the written tests for IAS/IFS/CS and IPS examinations:

Subject	1961	1962	1963
Pure Mathematics	23	34	29
Applied Mathematics	25	28	25
English Literature	37	36	33
Indian History	36	38	35
British History	43	33	29
World History	40	43	43
International Law	45	35	41
General Economics	43	39	33
Political Science	44	35	37
Law	35	40	41
Statistics	23	31	29
Advanced Accountancy and Auditing	36	38	33
Hindi	43	46	44

This statement clearly shows that the average marks scored in Hindi is uniformly very high. Whether it is because the papers and the valuations have been easy or the persons who took those examinations were extraordinarily brilliant in Hindi, it is more than what one can say. In the case of pure mathematics, the average is only 23 whereas in the case of Hindi it is 43. Therefore, it is very apparent that this will give marked or undue advantage to those people whose mother tongue is Hindi,

if Hindi is given a distinct and exclusive place in the UPSC examinations.

And it is not only Tamilnad. In Andhra Pradesh recently a conference was convened by the Chief Minister on 23rd and 24th October at Hyderabad in which a resolution has been passed on this point about UPSC examinations. The Conference has expressed concern over the introduction of Hindi as the medium of All-India Service examinations. The Chief Minister, who is also the Minister of Education, had

come there, as also the Vice-Chancellors in Andhra Pradesh and other educationists concerned with collegiate and secondary education. And they have demanded by their resolution passed in that Conference that "in order to ensure adequate representation to candidates from the States which switch over to the adoption of regional languages as medium of instruction for collegiate education, use of regional languages for answering papers in the all-India competitive examinations should be permitted." That is the resolution which has been passed at that Conference convened by the Chief Minister, who also happens to be the Education Minister, of Andhra Pradesh. That demand cannot be brushed aside. Everywhere, from Kashmir to Cape Comorin, as they say, wherever there are non-Hindi people, they have been very much agitated over this.

One thing more I will mention, because some persons are speaking about quota system. If you introduce the quota system it will take away the competitive nature of the examinations. If you allot, say, ten seats for Tamilnad, ten seats for Andhra, twenty seats for U.P. and so on, the competitive nature of the examination goes away. If you accept that system, what is the harm in introducing regional languages? If you are allotting ten seats to Tamilnad, why not introduce Tamil there for the selection of ten seats allotted to them? Therefore, the agitation is there.

In the end I have to say that the introduction of Hindi cuts at the very root of this matter. Introduction of Hindi, to the exclusion of other languages, will not be a fair one and it takes away the competitive nature of the examination. It is not equitable, it is unfair and it will give an ever-increasing and permanent disadvantage to those persons whose mother-tongue is not Hindi and who will be relegated to the position of second-grade citizens in their own country. I therefore request that the Home

Minister should at least implement the assurance that has been given on the floor of this House and implement the Congress Working Committee's resolution that has been accepted by the Government. We do not want any quota or other things. We do not want pity or charity. We want our language right, the right to use our language, the right to honour our language. The same honour given to other languages, we plead for that right. I want the fundamental right of using my own language in the UPSC examination, in the Parliament, at all levels possible. I do not want charity or quota or any such thing, but I want justice to be done to the people of the non-Hindi areas.

If you go on at this rate of imposing Hindi, what Shri T. T. Krishnamachari had said at one time, namely, "India, that is Bharat, that is U.P.", that will be proved in practice: India, that is Bharat, will become U.P., to that will be proved in practice: India, imperialism goes on unabated.

**Shri D. C. Sharma:** Mr. Deputy-Speaker, Sir, I congratulate the Home Ministry and the Union Public Service Commission for being in perfect harmony with each other. I am glad that this harmony has occurred after some wrangles, and I hope that this harmony will continue. But I ask myself one question: is this harmony good for the country, will it promote the causes for which we constituted the Union Public Service Commission? My feeling is that in this world where cataclysmic changes are taking place, in this world which has passed from the age of electricity to the space age, this Union Public Service Commission perseveres in its old attitudes, sticks to its old yardsticks for measuring people and tries to bite much more than it can chew.

Now, I first of all want to ask the hon. Minister, what is the average age of the Members of this Commission; how have they arrived at that; what is the appointing authority; what is

[Shri D. C. Sharma]

the recommending authority; what are their qualifications. I think a statement should have been laid on the Table of the House to let us see how far these persons are suitable for this job. Of course, I have nothing to say against them. They are all very good persons. But we should know how they are appointed, how they are recommended by the States, by this authority or that, and why it is that the Union Public Service Commission has become a paradise for retired persons. When I was in Lahore there was an ashram there, an ashram for old and superannuated persons.

**An Hon. Member:** You were not there?

**Shri D. C. Sharma:** I was not there, but I am not here either.

**Shri Bade (Khargone):** He went there for admission!

**Shri D. C. Sharma:** Sir, I was submitting very respectfully that this Union Public Service Commission has become a heaven for those persons who retire from this service or that service and find their ultimate home in the Union Public Service Commission.

**Shri Bade:** Who are suffering from rheumatism and diabetes.

**Shri D. C. Sharma:** I ask you, is it not necessary that there should be infusion of fresh blood into the Union Public Service Commission? Why are young men ruled out from the Union Public Service Commission? Why are only, mostly, retired persons kept there? Why is it that they are thought to be the monopolists of wisdom and monopolists of every good thing in this world, I want to know.

**Shri Bade:** And monopolists of diseases?

**Shri D. C. Sharma:** I say that the first reform that is necessary in this Union Public Service Commission is

this that it should cease to be a port of rest, a harbour of rest for persons who have retired as Judges or as Vice-chancellors or as Members of the Railway Board or as Chief Engineers or as other officials. I think that if there is one thing which makes this Union Public Service Commission unacceptable to the people at large it is this that it always goes to help those persons who are the favourites of fortune. There are some persons who want to draw their salary up to the last second of their lives. There are some good persons like that. I wish them well. But I would say that this is a sorry state of affairs and this should be put an end to as early as possible.

The second point I want to make is this. My State of Punjab may have done many wrong things; I do not say it has not, but Punjab has done some good things also. But when I look at this report I find that this Commission is saddled with all kinds of duties, all kinds of recruitment. I would not put it like that, but I do not know how else to put it; it goes from the sublime to the ludicrous, it goes from the highest to the lowest. It appoints all the officers of the Indian Foreign Service and the Indian Educational Service, and it appoints also Grade III officers; it appoints clerks grade officers. It does all that kind of thing. I have nothing to say against Grade III officers or clerks. I have respect for them.

Somebody was asked: Who runs our Government? My friends, ICS people do not run the Government.

**An Hon. Member:** Now, IAS.

**Shri D. C. Sharma:** The IAS people do not run the Government; neither does the hon. friend, who is interrupting me all this time, run the Government.

**Shri P. R. Patel (Patan):** I only corrected Shri Sharma.

**Shri D. C. Sharma:** Do not correct me. Please keep quiet.

I do not want to quote the story from the Puranas, but I tell you that it is the assistant who runs the Government of India and who belongs to the ruling party, because most of these officers only agree with him. I am not referring only to my own experience; it is also based upon the experience of others. It is not the Congress Party which is the ruling party, or the Ministers who constitute the ruling party, or the Members of Parliament. Who bothers about the Members of Parliament, the Members of the Lok Sabha or the Assembly? It is the assistant who puts up the note and it goes to the highest pitch as water goes up to the highest limit by means of some kind of a siphon.

Therefore, I would say that the Government should have another service commission. This Commission should be reserved for the recruitment of only Class I officers and so far as Class II and Class III officers are concerned, it should have a kind of a subordinate Union Public Service Commission which has to do with clerks and other things.

One of the most wonderful things that have read in this Report is "bulk recruitment" at page 11 of the Report for 1964. I have heard about bulk purchase of wheat when we suffer from shortage of wheat. I have heard about bulk purchase of cloth. I have heard about bulk purchase of other commodities; but the Union Public Service Commission, in its great wisdom, is now indulging in, what they call, bulk recruitment. You can understand what kind of recruitment it can be, what kind of procedure, they must have followed, what kind of tests they would have applied, what kind of attitudes they must have adopted. So, I think, this Report, apart from other things, is vitiated by that paragraph in which a reference is made to bulk recruitment. I wish, that paragraph had not been there and it should not have

marred the otherwise smoothly-flowing report of the Union Public Service Commission.

Of course, I know, my hon. friend, the Minister, will come forward and give some justification for it; but, I tell you, the very word "bulk recruitment" is obnoxious to any person who has any democratic sympathies and who stands for any kind of excellence or merit in recruitment.

Now, I want to ask another question. This Government has followed the old Brahmanas. Of course, I am asked by Mahatma Gandhi to follow a classless and casteless approach to life; therefore, for me these things do not matter. But, look at the categories of jobs that we have in this country—permanent, provisional temporary, temporary and quasi-permanent. I tell you, you do not know the reaction of the people to these things—temporary, provisional temporary, quasi-permanent, permanent! You do not know. (Laughter) You laugh here because you have been favoured by gods to sit on the Treasury Benches, but I tell you there should be no quasi-permanent category here. There should be only one category. You join a post; you serve your period of probation and then you become permanent. Why is it that you have introduced in the Central Secretariat and at other places this quasi-permanent status? I think, this is a negation of democracy and I feel, the sooner you do away with it, the better it is.

Another point and I will finish. I am glad that the marks for the personality test have been reduced. I am very happy that the personality test is carried on from one centre to another centre so that the personality can be judged in terms of the locale from which the examinee comes. I am happy about all this; but I want to put only one question. My hon. friend, Shri Man Sinh Patel was giving his own reaction to this personality test and others have done the same. I

[Shri D. C. Sharma]

want to ask: What test do they apply? There are psychiatrists employed by the Defence Ministry and there has been a lot of criticism of those psychiatrists. What test do you apply to judge the attitude of a man towards the people, to assess the outlook of a person to the people whom he is going to serve, to estimate the worth of a man in terms of his capability for being the servant of the people? An IAS, IFS or IPS man is not the servant of the Government in any sense of the word; he is not to serve the Ministry, he has to serve the people. What criteria have you selected to see that this gentleman will be a home among the people, will be able to serve the people, will have a democratic sympathies—he may not have any sympathy with the Congress Party; I do not care for that—will be a person who will be in harmony with the aspirations of the people, who will be able to listen to the grievances of the people, whose whole attitude will be people-oriented and not Ministry-oriented or Director-oriented?

**Mr. Deputy-Speaker:** The hon Member should conclude now.

**Shri D. C. Sharma:** That is what I mean to say.

One sentence more and I finish. It is very strange that you—not you, Sir; I mean, they—should yourself be the judge and should also be the High Court, the Supreme Court and everything. I am told at page 30, I think, of this Report about the follow-up of candidates. Everything is rosy in this garden of the Union Public Service Commission. Only 1:49 per cent were found to be not up to the mark, it says. How do you find that out? What are the criteria you employ? What was your questionnaire? First of all, you sit in judgement upon the worth of these candidates and then you yourself try to assess what their worth is. I will ask the Home Ministry to appoint some other commission or committee to find out the worth of those persons

who have been selected by the Union Public Service Commission. It is not the Union Public Service Commission that is competent to judge the worth of a candidate after he has been appointed.

**Shri M. Malaichami (Periyakulam):** Mr. Deputy-Speaker, Sir, the Union Public Service Commission is an institution holding the pivotal position in the administration of the country. It provides the fibre to the steel-frame of the administration. The work it has undertaken is judicious, enterprising and one of foundation. In spite of the fact that we are able to understand from the report that the volume of work has tremendously increased, it was able to cope with the work only on account of its energy and resourcefulness. The work and responsibility discharged by the Commission are commendable. At the same time, as we understand from the report, there are certain drawbacks in the matter of recruitment of candidates for technical and administrative posts.

We find that out of 254 vacancies in the Engineering Class II Service posts, only 84 candidates were available for appointment. In the case of administrative and foreign service posts, out of 4282 candidates who sat for the examination only 417 were recommended by the U.P.S.C. for appointment. Even this could have been made possible only on account of the marks awarded for personality test particularly for Class I Service posts.

In the case of clerical service, it is still worse. The total number of posts advertised by the Commission were 6465. For these posts, the applications received by the Commission were 54,000 and odd. Out of these 54,000 and odd applicants, only 3906 applicants were recommended for appointment by the Commission. From this we can very easily understand the present sad plight of our University education that the youth of the country receives in the present day. There is the colossal wastage in the field of

education and the country is devoid of the requisite technical education. On the one hand, for technical jobs, the vacancies are being left unfilled for want of suitable candidates and on the other hand there are too many applicants for administrative and clerical services and also the rejections are too many. While the applications are ten-fold, the appointments are very meagre. It only reveals that the system of education is defective and the system adopted by the U.P.S.C. does not fit in with the necessary purpose for which these examinations are being held. As my hon. friend Mr. Mathur said just now, the administration is being run by the personnel working in the services and they are yet to assist the Ministry in the proper discharge of the administrative functions, this colossal waste cannot escape the notice of anyone interested in the future of the country. So, our University education has failed to impart the requisite standard to the youth of the country and there is also lack of technical training.

Adding to the defective system of education, the method of selection by the U.P.S.C. also causes great frustration amongst the youth of the country. The present system of awarding the marks under personality tests does great harm to the candidates especially from the backward classes in the rural areas. What are the criteria comprising these personality tests? As to how the marks are awarded under these tests remains a secret. Sometime we find people with less resourcefulness but with some pull are able to get the posts while people who lack pull are not able to get responsible posts. We have enshrined in our Constitution the equality of status and opportunity and promoting them among all and ensuring social, economic and political justice. Ours is a socialistic country with the objectives of reducing disparity in income and avoiding concentration of power. This personality test is abhorable and not in consonance with the sacred principles of our Constitution

because it helps only concentration of power and increasing the disparity in income as the people who are already in the services are only in a position to get responsible posts and the U.P.S.C. has not so far gained the confidence of the country that it is impartial in view of the fact that backward classes candidates from the rural areas are able to get their due share has not been proved by the Public Service Commission. There is a growing feeling in the country that only the descendants of a hierarchy of officials and the privileged few can enter into service on account of the personality test.

Further, there are one or two defects in the conduct of the examinations by the Commission. Advertisements are made by the U.P.S.C. calling for applications from qualified candidates without specifying the number of posts vacant. When the vacancies are a few which could even be filled up by confirmation or promotion within the department itself, many applicants rush in resulting in voluminous work and disappointment. This leads to unnecessary expenditure and inconvenience to the applicants who are already unemployed.

Sometimes the U.P.S.C. conducts examinations for certain cadre posts and completely scrap away the whole thing leaving the examinees in the lurch. The reasons why the examinations were scrapped away and what further steps the Commission had under consideration for providing employment to the examinees were not made known to them. This causes frustration. Government should see that such anomalies do not happen in the activities of the Commission.

The U.P.S.C. has also noticed that in the list furnished by a certain Ministry with proposals for promotion, the names of two senior-most eligible officers were left out in the list. This is rather a serious matter. This could not

[Shri M. Malaichami]

be merely dismissed as a case of oversight. It might have been even deliberate. There had been cases where offers of appointments recommended by the Commission had been delayed. This shows that the candidates who appeared for the examinations not only suffered on account of this personality test but they also suffered on account of nepotism and out of turn promotions and the Government should see that such anomalies do not happen through the U.P.S.C.

Now, from January, 1965, Hindi is to become the national language of the country and for purposes of U.P.S.C. examination Hindi will be the language by which the candidates will be examined. Even during the course of the debate on the University Grants Commission's Report, I have said that the three-language formula should be implemented in all the States and that no State should be made to feel that it is at a disadvantage on account of the language difficulty. Similarly, when conducting examinations, the U.P.S.C. also should be made to give due consideration to the examinees from non-Hindi-speaking States who write their examinations in English along with candidates from Hindi-speaking States who write their examinations in Hindi by giving adequate moderation without any handicap to any of the examinees in the competitive examinations. The admission should be streamlined to ensure that nepotism and out-of-turn promotions on that account do not take place. The Director of Grievances, if that post comes into existence, should also be empowered to look into the genuine grievances of the employees in the administration.

15 hrs.

श्री गीरो शंकर कन्नड़ (फतेहपुर) :  
उपाध्यक्ष महोदय, मैं ने य० पी० एस० सी० की रिपोर्ट का अध्ययन किया है। स्वतंत्रता-

प्राप्ति के पूर्व हम खुद यह कदा करते थे कि अंग्रेजी शासन नौकरशाही का शासन है और वह रेडटेपिज्म या नौकरशाही के आधार पर चलता है और इस प्रकार हम उस की बड़ी निन्दा करते थे। हम भी कहते थे कि जब भारत स्वतंत्र होगा, तब हम यह कभी भी ऐसे शासन को सहन नहीं करेंगे, जो कि नौकरशाही शासन हो। परन्तु मुझे बड़े खेद के साथ कहना पड़ता है कि स्वतंत्रता-प्राप्ति के 17 वर्ष के पश्चात् भी जो नौकरशाही शासन ब्रिटिश रेजिम में था, उस से कई गुना ज्यादा नौकरशाही शासन बढ़ गया है और दिन-प्रति-दिन बढ़ता जा रहा है। इस तरह हमने कोई कदम नहीं उठाया है।

मुझे इस बात का खेद है कि अंग्रेजी शासन के समय रिक्रूटमेंट या य० पी० एस० सी० की जो प्रणाली या पद्धति थी, राष्ट्रीय सरकार ने देश में बहुत ज्यादा परिवर्तन होने पर भी उस को तब्दील करने की तरफ कोई ध्यान नहीं दिया। जिस प्रकार हमारा देश बढ़ रहा है, उस के एतबार से इस ओर भी कदम उठाना चाहिए।

मैं निवेदन करना चाहता हूँ कि हमारा देश बह देश नहीं है, जो कि 15 अगस्त, 1947 से पूर्व था। आज तो हमारे सामने बहुत सी नई चीजें आ गई हैं निर्माण का कार्य आ गया है, पब्लिक सेक्टर का कार्य आ गया है। अब हम नागरिकों का दृष्टिकोण बदल रहे हैं और हमारा यह संकल्प है कि हम अपने देश में समाजवादी आर्थिक व्यवस्था स्थापित करेंगे। परन्तु जिन लोगों के द्वारा हमारी यह नीति कार्यान्वित की जा रही है, जिन के द्वारा शासनकी मशीन चलाई जा रही है, उन को भर्ती करने और उन के कार्य संचालन की वही पुरानी रूढ़िवादी पद्धति को अब भी कायम रखा जा रहा है। बाज वक्त मैं यह सोच

कर बड़ा हैरान हो जाता हूँ कि हमारी सरकार ने भी इस बात को तय कर लिया है कि जैसे ब्रिटिश रजिम में यह कहा जाता था कि आई० सी० एस० आफ्रिसर ईनेसिया है, सब मरजों की दवा है, वह हर बात का माहिर है, वैसे ही हमारी सरकार ने भी यह दृष्टिकोण अपनाया हुआ है कि आई० ए० एस० आफ्रिसर को कहीं पर भी बिठाया जाये, वह वहाँ पर सकलता से कार्य करेगा ।

रेलवेज हमारे पब्लिक सेक्टर का सब से बड़ा उद्योग है और वहाँ पर एक रेलवे कमीशन है, जिस के द्वारा रेलवेज के कर्मचारियों की भर्ती होती है । परन्तु जब हम इतने बड़े पब्लिक सेक्टर के उद्योग चला रहे हैं, उस को बढ़ा रहे हैं और हर वर्ष नये नये उद्योग खोल रहे हैं, तो उन के लिए एक अलग पब्लिक सर्विस कमीशन अवश्य होना चाहिए । पब्लिक सेक्टर के कार्य का संचालन करने के लिए विशेष बुद्धि और विशेष जानकारी की आवश्यकता है और वह बुद्धि, योग्यता और जानकारी उस आफ्रिसर में नहीं होती है, जो कि सीधे आई० ए० एस० में रिक्लूट होता है । इस का फल यह है कि आज हम को पब्लिक सेक्टर में बराबर घाटा होता चला जा रहा है और उस में नफ़े की कोई गुंजायश नहीं है, क्योंकि जो आई० ए० एस० आफ्रिसर पब्लिक सेक्टर में जनरल मैनेजर के पद पर नियुक्त किया जाता है, उस में अफ़सरी की बूबास रहती है और व्यवसाय, बिजनेस और उस के टैकनीक से उस का कोई सम्बन्ध नहीं होता है और नही उस को कोई जानकारी ही रहती है ।

इस प्रकार आज भी पुरानी नौकरशाही को हम चला रहे हैं और आज भी हमारे अफ़सरों में यह बूबास है कि हम जनता से अलग रहें और जन-सम्पर्क से दूर रहें । मुझे तो इस बात का बड़ा खेद है कि हमारी सरकार और विशेष तौर पर गृह मंत्रालय ने कभी इस ओर ध्यान

नहीं दिया कि हम जो आई० ए० एस० और अन्य विभागों के आफ्रिसर रिक्लूट करते हैं, उन का सम्पर्क जनता से बढ़ रहा है या वे उसी प्रकार हैं, जैसे कि ब्रह्मजी शासन में थे, जो कि जनता से अपने को अलग समझते हैं और अपने को एक अलहदा क्लास में समझते हैं । आप देखें कि जिले के शासन में जो भी जिलाधीश या एस० डी० घो० जाते हैं, जिन का सम्बन्ध वचायती राज और सी० डी० क्लाक जैसे सार्वजनिक कार्य चलाने से है, उन का जनता से कोई भी सम्पर्क नहीं रहता है । शासन को इस ओर ध्यान देना चाहिए, परन्तु बहुत दुख की बात है कि इस बात की कोई कोशिश नहीं की गई है कि कम से कम हमारे यू० पी० एस० सी० के सामने ऐसा आदर्श हो, वह रिक्लूटमेंट का ऐसा मंथड अपनाए, जिस के द्वारा रिक्लूट किये गए आफ्रिसर जनता से सम्पर्क स्थापित करें और उन का दृष्टिकोण और मस्तिष्क इस बारे में साफ़ हो कि हम तो देश के सेवक हैं, न कि देश के क्लर । आज भी हम आफ्रिसर में वह मॉडेलिटी चल रही है कि वे अपने आप को देश के शासक समझते हैं । उन के मन में एक मिनट के लिए भी यह विचार नहीं आता कि वे जनता के सेवक हैं या उन में सेवा-भाव होना चाहिए ।

अब आवश्यकता इस बात की है कि गृह मंत्रालय एक हाई लेवल कमीशन बिठाए, जो कि यू० पी० एस० सी० के ढांचे और उस की रूप-रेखा में परिवर्तन करने के विषय पर विचार करे, क्योंकि यू० पी० एस० सी० ही शासन में रिक्लूटमेंट का जरिया है ।

यू० पी० एस० सी० की कम्पोजीशन और उस के पर्सनल के बारे में मेरे बँजुर्ब मित्र, श्री शर्मा, ने जो विचार प्रकट किये हैं, मैं उन से बिल्कुल इत्फ़ाक़ करता हूँ । जो किसी भी विभाग के रिटायर्ड व्यक्ति हैं, उन को ही ज्यादातर इस कमीशन में स्थान मिला है । मेरी आपत्ति यह नहीं है कि अगर कोई व्यक्ति वृद्ध या रिटायर्ड है, . . . .

**Shri Kashi Ram Gupta (Alwar):** On a point of order. There is no quorum in the House.

**Mr. Deputy-Speaker:** An hon. Member belonging to his own party is speaking and yet he is raising this point.

**Shri Shinkre (Marmagoa):** It is a very important debate, and there should be quorum for it.

**Mr. Deputy-Speaker:** All right, the bell is being rung—

Now, there is quorum. Shri Gauri Shankar Kakkar may continue his speech now.

**श्री गौरी शंकर कक्कर :** तो मैं यह कह रहा था कि सब से पहली चीज जिस पर मुझे आपत्ति है वह यूनियन पब्लिक सर्विस कमिशन के पर्सोनल जो बहुधा रक्खे जाते हैं उन पर है। वह किसी भी विभाग के जो रिटायर्ड व्यक्ति होते हैं वे रक्खे जाते हैं। यह बात नहीं है कि मैं किसी भी तरह से उनका आदर नहीं करता, परन्तु इस चीज की आवश्यकता है कि उनके जो भी पर्सोनल हों वह अगर नये रक्खे जाय तो वे एक दूसरी तरह की जागृति देने के योग्यता रख सकते हैं।

दूसरी बात मुझे यह कहनी है कि अभी अभी हमारे एक मित्र ने इस विषय पर बोलते हुए अपना अधिकतर समय भाषा के विषय पर लगाया। उन्होंने कई विद्वानों और माननीय सदस्यों का ब्योरा दिया जो कि कांस्टिटुएण्ट असेम्बली के सदस्य थे और जिन्होंने वहां पर इस विषय में भाषण दिये। इस विषय में मुझे केवल यह कहना है कि जब एक बार संविधान ने इस चीज को स्वीकार कर लिया कि हिन्दी हमारी राज-भाषा है तो उसको और आगे बढ़ाने की

जरूरत है। इससे पूर्व काफी टीका टिप्पणियां हुईं कि लोगों के क्या विचार थे। वह तो दूसरी बात है। मेरी समझ में नहीं आता कि जब इस प्रकार का आक्रमण किया जाता है तब यह क्यों कहा जाता है कि इससे हिन्दी भाषाभाषियों को एक बहुत बड़ा प्रोत्साहन मिलेगा और यूनियन पब्लिक सर्विस कमिशन के इम्तिहानों को हिन्दी में लिया जाने लगेगा। मुझे तो इसका एक ही जवाब देना है कि जब हिन्दी को राजभाषा स्वीकार किया जा चुका तो यह हमारे संविधान के अनुकूल ही है कि इम्तिहान हिन्दी में हों और उसी तरह से उनको जांचा जाये। अगर देखा जाये तो अभी भी आप अधिकतर सर्विसेज में अहिन्दी भाषियों का नम्बर ज्यादा पायेंगे। यह बात मैं तुलना करके आंकड़ों के साथ बतला सकता हूँ। अभी तक जो लोग आई० ए० एस० और दूसरी ऊंची केडर की सर्विसेज में हैं उन में उन लोगों का भाग ज्यादा है जो कि हिन्दी भाषा भाषी प्रदेशों को बिलांग नहीं करते हैं। मैं यह नहीं कहता कि इस चीज को बदला जाये और उनको ज्यादा अवसर मिले, परन्तु मुझे यह जरूर कहना है कि यह दुःख की बात है कि हिन्दी भाषा को इस काबिल बनाया गया जब कि हिन्दी को राजभाषा स्वीकार किया गया। परन्तु हिन्दी को एक समय जरूर लाना है। अभी कल हमारे प्रधान मंत्री जी ने इसका संकेत किया विश्वभारती के कंवोकेशन में भाषण देते हुए। उन्होंने इस चीज को साफ किया कि हर काम में हमें इस बात को अपने मस्तिष्क से बिल्कुल निकाल देना है, साफ कर देना है कि एक दिन हमको पूरी तौर से राज भाषा हिन्दी को लेकर अपना काम नहीं चलाना है।

इसके बाद मुझे यह कहना है कि जहां तक यूनियन पब्लिक सर्विस कमिशन का सम्बन्ध है, मुझे खेद है कि इसके पेज 15 पर लिखा गया है कि गृह मंत्रालय जो रिपोर्टें

कॉन्फ्रेंस वगैरह के बारे में देता है और जो आंकड़े यूनिवर्सल पब्लिक सर्विस कमिशन के पास जाते हैं बाद में सिद्ध होता है कि वे आंकड़े गलत हैं। यह बड़ा दुःख की बात है। आपकी आज्ञा से मैं थोड़े में उसके शब्द पढ़ना चाहता हूँ :

“They had come across cases in which the requisite data furnished by the Ministries were subsequently not found to be correct.”

जिन लोगों का कॉन्फ्रेंस या मुस्तकिली हो रही है भविष्य में उनके बारे में इस प्रकार से गलत आंकड़े दिये जाते हैं।

अन्त में मुझे यह कहना है कि अब 17 वर्ष व्यतीत हो जाने के बाद भी अगर गृह मंत्रालय इस ओर कदम उठाये तो अच्छा है। पूरी पद्धति जो यूनिवर्सल पब्लिक सर्विस कमिशन के रिफ्रूटमेंट की है उसको बदलना चाहिये और देश की प्रगति और निर्माण का ध्यान रख कर हमें रिफ्रूटमेंट पालिसी निर्धारित करनी चाहिये।

एक चीज तो बहुत पुरानी चली आ रही है और आज भी वह विद्यमान है उस के बारे में मैं अपने गृह मंत्री जी से पूछना चाहता हूँ कि क्या रेडटेपिज्म अब भी नहीं चल रहा है। जो ऊपर के आई० ए० एस० अफसर होते हैं वह स्वयं कोई निर्णय नहीं करते हैं। कोई भी पालिसी मैटर हो, कोई भी काम हो, नीचे के अफसरों की रिपोर्टों की बिना पर ही वह होता है। जब तक पूरा दृष्टिकोण नहीं बदलता है तब तक काम नहीं चल सकता है। आवश्यक परिवर्तन के साथ जब काम किया जायेगा तभी जो हमारी नीकरशाही वर्षों से बढ़ गई है और बढ़ती जा रही है उसको रोकने में हमको सफलता मिल सकती है। जब हम उसमें आवश्यक परिवर्तन लायेंगे तभी कह सकेंगे कि वास्तव में सही तौर से प्रजातन्त्र देश में चल रहा है।

श्री ज्वा० प्र० ज्योतिषी (सागर)

इस देश में प्रजातन्त्रात्मक शासन संचालन की ज्यादा जिम्मेदारी प्हमारी है। यह सही है कि जहां तक विचार को और नीति को बनाने का प्रश्न है, ज्यादातर जिम्मेदारी संसद् और मंत्रीमंडल पर रहती है, लेकिन उन नीतियों के अनुकूल चलने और जो निर्णय शासन के होते हैं उन निर्णयों के अनुसार काम चलाने का कार्य कर्मचारियों का हुआ करता है। अगर सर्विसेज ठीक हों तो काम ठीक चलेगा। नहीं तो अच्छी से अच्छी नीति कितारों के पत्रों में छपी रह सकती है। इस देश में आज चारों तरफ जो हवा है, लोगों से मिलने के बाद जिस फैसले पर हम पहुंचते हैं वह यह है कि अधिकांशतः अच्छे से अच्छे निर्णयों के अनुकूल जिस मुस्तदी से काम होना चाहिये उस मुस्तदी से नहीं हो पाता है। सर्विसेज के खिलाफ एक खास वातावरण इस देश में बन रहा है और यह जरूरी है कि सर्विसेज में मजबूती और अच्छाई आये और जिन नीतियों को हम क्रियान्वित करना चाहते हैं उनके अनुकूल काम हो। इसके लिये जो पब्लिक सर्विस कमिशन है वह सजग हो। वह केवल ऐसे कर्मचारी हम को दे, इस देश को दे जो कि उन नीतियों को ठीक तरह से क्रियान्वित करें जो कि यहां से प्रतिपादित होती हैं और जिस का उत्तरदायित्व मंत्रिमंडल पर होता है।

पुराने जमाने से यह नीति चली आ रही है कि फर्स्ट क्लास पास जो कोई लड़का हो वह चुन लिया जाता है, अगर कोई लड़का देखने में अच्छा हुआ, तगड़ा हुआ, सूरत शकल अच्छी हुई तो उस को चुन लिया जाता है। मैं कहता हूँ कि शासन अच्छी सूरतों से नहीं चलता है, शासन निरे फर्स्ट या सेकेन्ड क्लास डिग्री से नहीं चलता : शासन के लिये ऐसे व्यक्तियों का होना आवश्यक है जिन के हृदय में इस देश की सेवा का भाव हो। मैं पूछता हूँ कि स्वराज्य होने के पश्चात् हम ने कहा तक अपनी नीति बदली? हम ने कहा

[श्री गौरी शंकर कक्कड़]

तक चयन की प्रणाली को बदला ? यह बात देखी जाये और ज्यादा तेजी से देखी जाये कि सर्विसेज के लिये जो आदमी चुने जाते हैं, उन के हृदयों में यह भाव हों कि उस की जिन्दगी देश के लिये है और वह इस देश की बहुबूदी के लिये काम करेंगे। अभी हाल में मैं ने देखा कि जिन लोगों को हम ने डाक्टरी के लिये चुना था उन लोगों ने हड़तालें कर दीं। यह बात सही है कि सर्विसेज में जितनी तन्ख्वाहें उन को मिलनी चाहियें उतनी नहीं मिल रही हैं, लेकिन यह देश गरीब है, निश्चित रूप से गरीब है। इस देश में लाखों आदमियों को अभी भी दोनों जून भर पेट खाना नहीं मिलता है। उन की तुलना में इन सर्विसेज की हालत बहुत बेहतर है। मैं उन लोगों की नाराजी को बर्दाश्त करते हुए भी यह कहूंगा कि चाहे किसी भी डिपार्टमेंट के कर्मचारी हों, इस देश के अन्दर रहने वाले लाखों और करोड़ों आदमियों की अपेक्षा उन की हालत अच्छी है।

एक माननीय सदस्य : क्या आप डाक्टरों को भी कहेंगे।

श्री ज्वा० ३० ज्योतिषी : डाक्टरों की स्थिति भी हमें सुधारनी है यह बात भी सत्य है। लेकिन जब हमारे यहां उत्तरदायित्वपूर्ण शासन है तो हम को ऽडे तरीके से चीजों को तय करना चाहिये। उन पर विचार करते हुए और देश के कौफर्स को देखते हुए परिवर्तन करने की कोशिश की भी जाती है। लेकिन इस को हमारी सर्विसेज महसूस नहीं कर पाती है। वह क्यों होता है? यह इसलिये होता है कि हम चयन के समय, चुनाव के समय, इस तथ्य पर ध्यान नहीं देते। हम ध्यान देते हैं फर्स्ट क्लास पर। मैं समझता हूँ कि बदली हुई स्थितियों के अनुसार यह देखना जरूरी है कि इस देश में इस बात का खयाल किया जाये कि जिन लड़कों को हम इधर-उधर उच्च से उच्च सेवाओं में नियुक्त कर रहे हैं वह लड़के हृदयों की दृष्टि से,

सेवा भाव की दृष्टि से कहां तक इस बदले हुए वातावरण के अनुकूल हैं। मैं यह जानता हूँ कि हृदय को परखने के लिए और जानने के लिए कोई ठीक फरमामीटर अभी तक ईजाद नहीं हुआ है। लेकिन इसी कठिनाई को हल करने के वास्ते संघ लोक सेवा आयोग जैसी संस्थाएं नियुक्त की हैं वह नियुक्ति की सिफारिश करने के पहले पूरी तरह छानबीन नहीं करती हैं। कर्मचारियों की नियुक्ति के पहले कुछ संस्थाओं में अध्ययन करना होता है। मैं कहता हूँ कि इन संस्थाओं में उनका रेकार्ड रखा जाय कि वह वर्ष या डेढ़ वर्ष वहां किस तरीके से वर्ताव करते हैं। किस तरीके की उन की जिन्दगी है? अगर वह एक शान व शौकत की जिन्दगी बिताने के आदी हैं, अगर वह शानशौकत के वातावरण में पले हैं तो मैं समझता हूँ कि वह इस देश के गांवों में जा कर, गरीब जनता के दुःख दर्द को समझ कर उन में निश्चित रूप से काम नहीं कर सकेंगे। हमें देखना होगा कि जहां उच्च सर्विसेज में जाने वाले आदमी शिक्षा प्राप्त करते हैं वहां का वातावरण हम इस देश की परिस्थितियों के अनुकूल बनायें। मैं देखता हूँ कि इस चीज की तरफ आवश्यक ध्यान नहीं दिया जा रहा है। यह बहुत जरूरी है और मैं महसूस करता हूँ कि इस तरफ शासन का अधिक से अधिक ध्यान जाय।

मैं यह सुझाव देना चाहूंगा कि ज्यादा अच्छा ही कि हम कंट्रैक्ट बेसिस पर अधिक उच्च सर्विसेज को स्थान दें। होता यह है कि हम आदमी को पहले वर्ष, दो वर्ष के प्रोबेशन पर नियुक्त करते हैं जिसका परिणाम यह देखने में आता है कि वह उस प्रोबेशन काल के वर्ष, दो वर्ष में तो ठीक तरीके से काम करते हैं और ज्यादातर उस काल में वे अपने उच्च अफसरान को खुश रखने का प्रयत्न करते हैं, जैसे भी हो उसके उसे खुश बनाये रखते हैं, लेकिन ज्योंही यह वर्ष दो वर्ष का

प्रोबेशन काल समाप्त हुआ और वह कनफर्म हुए तो फिर वह बेफिक्र हो जाते हैं और ऐसा समझने लगते हैं कि अब तो उन्हें सर्विस का पासपोर्ट मिल गया है। इस कारण ही यह रहा है कि बस उनके ठीक तरह से काम करने का सिलसिला अभी तक चलता है जब तक कि वह कनफर्म नहीं हो जाते हैं। जहाँ वह कनफर्म कर दिये गये बस फिर उन्हें कोई चिन्ता नहीं रहती है। वर्ष, दो वर्ष अपने उच्च पदस्थ कर्मचारी को खुश कर के और रिजा कर के काम कर लिया और फिर ज्योंही वे कनफर्म हो गये वह यह मान बैठते हैं कि अब तो पूरे 30 साल तक इस देश को बेवकूफ बनाने का उन्हें लाइसेंस मिल गया है। इस देश की छाती पर सवार हो कर वे मौज करने को तैयार हो जाते हैं।

सर्विसेज को हम ने अधिक से अधिक सुविधायें दे रखी हैं और एक मर्तबा कोई जम भर जाय फिर किसी कील, कांटे तक को भी यहां से वहां नहीं हटाया जा सकता है। मैं समझता हूँ कि इस व्यवस्था को हमें बदलना पड़ेगा। ज्यादा अच्छा हो कि 5, 5 और 7, 7 वर्ष के लिए हम आदमियों को नियुक्त करें। अब अगर वह 5, 7 वर्ष तक ठीक काम करते हैं, तब तो उन को सर्विसेज में रखिये वरना नहीं। हमारा पब्लिक सर्विस कमीशन उनके पांच, सात साल का रिकार्ड देख ले और अगर वह ठीक न हो तो उन को अलग कर दे और दूसरे आदमियों को, नये आदमियों को उन के स्थान पर नियुक्त करे।

सर्विसेज जो हैं वह किन्हीं लोगों की महज रोटी और रोखी चलाने के लिए नहीं हैं। एम्प्लायमेंट की बात कही जाती है कि लोगों को काम पर लगाना है। यह ठीक बात है कि हम को एम्प्लायमेंट देना है। लेकिन यह एम्प्लायमेंट भेहनती और ईमानदार आदमियों को देना है। काहिल, भ्रष्ट और निकम्मे लोगों को, जो कि ईमानदारी से अपना कर्त्तव्य नहीं पालन करना चाहते और ऐसे

अवांछनीय व्यक्ति यदि इधर, उधर स्थान पा जाते हैं तो उस के लिए हमें सख्ती बर्तनी होगी। हम इस देश को ठीक तरीके से चलाना चाहते हैं। इस देश की जनता इस बात की अपेक्षा करती है कि यह पालियामेंट और इस के द्वारा जितनी संस्थाएं कायम हों, वे इस दृष्टिकोण से काम करें। यह जो पब्लिक सर्विस कमीशन है इस के ऊपर एक बहुत बड़ा उत्तरदायित्व है। इस देश में अगर शासन ठीक नहीं चल रहा है, कर्मचारी अगर ठीक काम नहीं कर रहे हैं तो परोक्ष रूप में इस का उत्तरदायित्व उन लोगों पर है जो कि उन कर्मचारियों को चुनते हैं।

यह सिक्वोरिटी जो सर्विसेज की है उस सिक्वोरिटी को हमें कम करना होगा। ईमानदार आदमी के लिए तो हम सिक्वोरिटी दें, लेकिन निकम्मे और सुस्त आदमी के लिए सिक्वोरिटी न रखें।

मैं देखता हूँ कि चूंकि हमारे देश में दलीय प्रजातांत्रिक पद्धति चल रही है इसलिए यह हमारी सर्विसेज भी इस या उस पार्टी से एफिलिएट हो रही हैं जोकि एक गलत चीज है। सर्विसेज का काम यह नहीं है कि वह इस या उस पार्टी से सम्बन्धित होकर परोक्ष रूप से उन को मदद करें। कर्मचारियों और अफसरों दोनों का यह कर्त्तव्य है कि बगैर किसी भी पार्टी से प्रभावित हुए, बिना अपने वैयक्तिक विचार डाले, बगैर अपनी भावनाओं का समावेश किये सरकार की नीतियों को अमल में लायें और उस में कोई डील या लापरवाही न बर्तें। यह होता क्यों है? यह इसलिए होता है कि सर्विसेज में जाने से पहले विभिन्न संस्थाओं से निकलने वाले लड़कों की जमात पालिटिक्स में घुसी रहती है, फंसी रहती है और वह इस या उस किसी एक संस्था से पार्टी से सम्बन्धित रहते हैं, उन की विचारधारा को वे लेकर आते हैं। उस विचारधारा को अपनी सेवा के क्षेत्र के बाहर छोड़ कर नहीं आते हैं। उस की

[श्री ज्वा० प्र० ज्योतिषी]

लेकर सर्विस के अन्दर आ जाते हैं। मैं चाहूंगा कि पबलिक सर्विस कमीशन इस बात पर ध्यान दे कि उन के यहां सर्विसेज में चुनाव के लिए जो आदमी आ रहे हैं उनका इस तरीके का कोई एफिलिएशन तो नहीं है? दरअसल वह उनका एफिलिएशन इस देश में शासन की जो नीति होती है उसके अमल में आने के मार्ग में अड़ंगा डालता है।

उदाहरण के लिए मान लीजिये कि हम ने अपने देश के लिए सहकारिता की नीति निर्धारित की है लेकिन जो कर्मचारी कोआपरेटिव के विभाग में आया उसको कोआपरेटिव की नीति में विश्वास नहीं है। उसका एफिलिएशन बाहर जो आदमी हैं उन से और ऐसी संस्थाओं से है जिस को कि कोआपरेटिव में विश्वास नहीं है। तो उसका परिणाम यह होता है कि सरकार की कोआपरेटिव की नीति के मुताबिक सही काम नहीं हो पाता है। जो रजिस्ट्रार वहां कोआपरेटिव में बैठा है जब लोग उस के पास रजिस्ट्रेशन के लिए पहुंचते हैं तो वह बजाय उन्हें सहूलियत पहुंचाने के, मदद देने के और ठीक सलाह देने के उलटे उनको उलझा देता है। वह सुलझाता नहीं है। इसलिए यह आवश्यक है कि एक ब्यक्ति का शिक्षण काल में जो एफिलिएशन रहा है उस की तरफ अधिक ध्यान दिया जाय।

मैं ने इस यूनिनन पबलिक सर्विस कमीशन की रिपोर्ट को देखा तो मुझे यह देख कर दुःख हुआ कि कुछ विभागों ने कमीशन के निर्णयों को इधर, उधर कर दिया और उनकी सिफारिशों को मान्य नहीं किया। उदाहरण के लिए दिल्ली कारपोरेशन ने कमीशन की सिफारिश को, नहीं माना। उन की नजर में लाने के पहले कुछ आदमियों की नियुक्ति कर ली गलत तरीके से कर दी और उनको प्रमोशन भी उधर दे दिये और नाजायज तरीके से

दे दिये। निश्चय ही यह यूनिनन पबलिक सर्विस कमीशन एक बहुत ही हाईली प्लेन्ड कमीशन है और इस देश के तंत्र को चलाने के लिए कर्मचारियों की नियुक्ति के लिए सलाह देने वाली एथारिटी है। इसलिए उसकी बात मानी ही जानी चाहिए। जिन डिपार्टमेंट्स के द्वारा कमीशन को बाईपास किया गया है या उसकी बात को नहीं माना गया है और अष्टता बर्ती गई है वह किसी कारण विशेष से किया गया है कुछ लोगों को फेवर करने के लिए किया गया है और गलत प्रमोशनस दिये गये हैं। मेरा कहना है कि शासन को इस दिशा में सावधानी बर्तनी चाहिए।

मुझे खुशी है कि शैड्यूल्ड कास्ट्स और शैड्यूल्ड ट्राइब्स को इन वर्षों में कुछ अधिक गुंजाइश मिली है लेकिन अभी भी उनके उद्धार के लिए और उनका स्तर ऊंचा उठाने के लिए बहुत लम्बी मंजिल तय करनी है। अभी काफ़ी फासला पार करने को हमारे लिए बाकी रहता है। हम चाहते हैं कि योग्य लड़के उन के अन्दर से सर्विसेज में अधिकाधिक आयें और इस देश में जो शासन चल रहा है उसके संचालन में और उस की नीतियों के अमल में लाने के कार्य में उनका अधिक से अधिक सहयोग हमें प्राप्त हो सके। हमें पिछड़ी जातियों और तबक़े के लोगों को ऊपर उठाना है। यह ठीक ही है। इसका एक तरीका यह भी है कि उन को सर्विसेज में यथेष्ट स्थान मिलें।

**Shri U. M. Trivedi (Mandsaur):**  
This is a very important report, on which a good deal of attention ought to have been betowed by this House and by the Government also, but, unfortunately for us, the Government treats this report as a closed chapter, and we also treat it as if it is so sacrosanct that no criticism can be offered.

The attention of the whole House must be drawn to Appendix XX of this report. It points out to us that notwithstanding the provisions of the Constitution laying down the functions of the Union Public Service Commission, appointments are made, and even continue to be made, and defaults have been continued, persistently continued, in making reference to the Union Public Service Commission after the appointments have been made, whether the choice is a wise one, a proper one, without partiality, devoid of nepotism; devoid of graft, or not. we are left in the lurch. Appointments are made as long ago as 1957 but reference is not made till 1964. Why has this happened? I can understand reference by 1962 at the latest, of appointments made in 1961. The UPSC has no vigilance branch to find out whether any particular appointment had been made, they come to know of it only when a delayed reference is made and then it is too late in the day, as it is a *fait accompli*, to remedy the affairs. We find the policy of pushing through certain favourites through the backdoor and thus the object of having a body like the UPSC is set at naught.

Sometime I get cases where the grievances of senior officers who are governed by the UPSC did not receive the attention they ought to. Under the provision of section 115 of the States Reorganisation Act not many cases have been remedied. Statistics are given here but that is not an indication of the grievances that have been put forward by the various persons who have been affected by this. Section 115 was an omnibus provision which has been set at naught by the various States in integrating the various officers concerned in the newly formed States. It is a matter of deep regret that the representations received as long ago as 1956 have not yet been disposed of and things have been carried forward from 1957 to 1958, 1959, 1960, 1961, 1962 and right upto 1963 and there was a carry over of 326 cases.

Why these representations were not dealt with immediately is a matter which requires a proper probe.

This report comes before this House after a long time. It is published in March 1964, it is now the end of 1964; the position as on date is not clear and the criticism become stale. Such reports which are necessary under the Constitution and under the statute must be placed before the House and must come up for discussion immediately, not only at the fag end of the year, but at the fag end of the session when everybody is in a hurry to go out.

In regard to disciplinary cases there must be a uniform and standard set of rules which must apply to one and sundry. A clear example of interference with the recommendations of the UPSC came to my notice as a member of the Public Account Committee. Some officers of the foreign service cheated the government, forged bills and drew allowances on false certificates; after a lapse of 11 months they were caught. The matter was referred to the UPSC and the recommendation was that the seniormost officer concerned should be dismissed. But the Government of India again approached the Commission: "please reconsider your recommendation and suggest some other *via media* and do not recommend dismissal." Is it a right and proper interference in the jurisdiction granted to the UPSC in the discharge of its functions? What was the result? This dishonest man and the other conspirators along with him they were a big lot—were retained in service because the first and topmost had to be retained in service and was merely degraded. Why was it done? To preserve the hypocrisy before the world that we are sending out honest officers in the foreign service! This hypocrisy was not necessary in dealing with the domestic affairs; we have nothing to show to anybody as to what action we took against this dishonest man who forged receipts and made false vouchers. Instead of

[Shri U. M. Trivedi]

putting him before a criminal court, even the recommendation of the UPSC to dismiss him from service was not accepted. It is time the Government made up its mind not to encroach upon the rights of the UPSC.

The Commission gives a certificate to itself and pats itself on the back that it has got a good follow-up of the candidates that it recruits. I do not know what type of follow-up it is. It is my misfortune that I have met some of these officers of the foreign service whom I have found ignorant of Indian culture and Indian history. As I had narrated before, one of them holding a good position was talking with me and another ICS officer. When we were discussing the great men of India and the name of Jagat Guru Sankaracharya was mentioned. This officer of the foreign service, a young man no doubt, had the audacity to remark, "Who was that bloke?" If it is such type of people who are recruited to the foreign service by the Union Public Service Commission, I should say.....

**Shri Sham Lal Saraf:** In what context did he say that?

**Shri U. M. Trivedi:** I have once before narrated the incident. He said "Who was that bloke". I was very much annoyed.

**Shri Shinkre:** It should have happened some years ago some old member of the ICS should have asked that question. The new youngman was repeating it.

**Shri U. M. Trivedi:** Heaven help us to see that such recruits are not recruited by the Union Public Service Commission. This is the first time that an opportunity has arisen when I am able to say a few points upon this matter. I should say, and I most humbly say to the Union Public Service Commission through

you that in the method of recruitment, merely well-dressed men and well-dressed young men should not be the criterion for judging the capacity of the man or the ability of the man at the interview. Even a man putting on a dhoti and a kurta can be very intelligent. It is not necessary to put on coat, pant and necktie. All these are not very essential features for the intelligence and capacity of a man.

**Shri Khadiikar (Khed):** Why does the hon. Member use them in the Supreme Court?

**Shri U. M. Trivedi:** Shri Khadiikar has asked me why I wear coat and pant when I go to the Supreme Court. That hypocrisy also persists. If I do not do it, the man, the police constable, who stands there will treat me with the utmost disrespect that is possible.

**Shri Hathi:** He will not pay you also!

**Shri U. M. Trivedi:** Anyhow, it is worth trying and I will take the hint from you. I will not hesitate to go like that. But this is my experience, as a student who has once appeared before the Union Public Service Commission and as reports have come to me from several others who have appeared after me and from those whose misfortune it is to appear today. Students are after all poor and all of them are not sons of the rich and if they are not all sons of the rich it is just possible that they may not be so well-dressed. What may be required is, whether they are dressed in a clean manner and in a proper manner and whether they know the manners of good society. Barring that, this superficial outlook and show, I should say, should not be a criterion for judging the merits. Things have gone on.

One of the officers of the Union Public Service Commission very re-

Thirteenth and Fourteenth  
Reports of U.P.S.C.

cently had the kindness to tell me that "often remarks are made against us, saying how within one or two minutes we are able to judge if a man is good or bad." He did not like the idea that anybody should offer the criticism. But I think that there is justification behind this when we say that a man cannot be judged in one or two minutes' time. The candidate comes before the Union Public Service Commission; four or five members are sitting. The candidate perhaps is entirely new to the method of interview. Even with the best of knowledge at his disposal, at the very first impact, he gets flabbergasted. That should not be a criterion for just discarding him and telling him behind the back, after turning him out—the Secretary follows and tells him—"I am sorry to inform you that the Public Service Commission has rejected you." This is not a proper method of recruitment.

15.44 hrs.

[MR. SPEAKER in the Chair]

Mr. Speaker: I have to take up another business at 3.45. Would he like to conclude or continue?

**Shri U. M. Trivedi:** In one minute I will finish, Sir. The other question which strikes me is this. If we have to make a headway in the direction of recognising Hindi as our national language—it is not being as yet recognised—and if it is to be recognised as such, I should say that ample latitude must be given and an opportunity must be afforded that these examinations may be offered and interviews may be taken in Hindi so that an impetus may be given to the acquisition of knowledge by those who ultimately will be the administrators of our country and to put Hindi on a firm footing.

**Shri P. Venkatasubbaiah (Adoni):** What about the non-Hindi-speaking people?

Mr. Speaker: Order, order. This debate will continue next time.

15.45 hrs.

CALLING ATTENTION TO MATTER  
OF URGENT PUBLIC IMPORT-  
ANCE—contd.

REPORTED SERIOUS FOOD SITUATION IN  
BIHAR, ORISSA, RAJASTHAN, PUNJAB,  
MAHARASHTRA AND U.P. ARISING OUT  
OF INADEQUATE SUPPLY OF FOODGRAINS  
FROM THE CENTRE.—contd.

श्री किशन पटनायक (मंवलपुर) :  
बिहार, उड़ीसा और हर प्रान्त में ऐसे पिछड़े  
इलाके हैं जिन लोगों की क्रय-शक्ति और  
राजनीतिक-शक्ति बहुत कम होने के कारण  
वहाँ के लिये जो गल्ला सप्लाई किया जाता  
है वह ज्यादातर ब्लैक मार्केट में चला जाता  
है। तो उन इलाकों में ज्यादा सरकारी  
दुकानें खोलने और विशेष व्यवस्था करने  
की क्या मंत्री महोदय सोच रहे हैं।  
(Interruptions).

The backward areas of Orissa, Bihar  
and other States. I do know English.

**The Minister of Food and Agriculture (Shri C. Subramaniam):** Orissa  
is a surplus State,—

श्री किशन पटनायक : मैं ने उड़ीसा के  
पिछड़े इलाकों की बात कही है।

**Shri C. Subramaniam:** Please wait,  
give me a chance and then if you are  
dissatisfied, you may put questions.  
And therefore, we do not supply any  
substantial quantity to Orissa from  
the Central stocks. The food situa-  
tion there is completely in the hands  
of the State Government. If there  
are any areas which have got to be  
covered, it is not by supply from the  
central stocks but it has to be arrang-  
ed by the State Governments. As  
far as Bihar and other areas are con-  
cerned, no doubt we have undertaken  
the responsibility to deliver substan-  
tial quantities of wheat and rice to  
the State Governments. No doubt  
they discussed with us with regard  
to the system of distribution, but ul-  
timately, it is the responsibility of the