

RAJYA SABHA

Thursday, 12th December, 1985/21
Agrahayana, 1907 (Saka)

The House met at eleven of the clock
Mr. Chairman in the Chair.

MEMBER SWORN

SHRI TIRATH RAM AMLA
(Jammu and Kashmir)

ORAL ANSWERS TO QUESTIONS

*341. The questioners (Shri Lal K. Advani and Shri Shanker Singh Vaghela) were absent. For answer, vide Cols 39-42 infra.]

Changes proposed by the Planning Commission in the organisational system in Government and Public Enterprises

*342. SHRI DHULESHWAR MEENA : Will the PRIME MINISTER be pleased to state :

(a) whether the Planning Commission has proposed sweeping changes in the organisational system and procedures and personnel policy to improve the functioning in Government offices and public enterprises; and

(b) if so, what are the broad outlines of the changes suggested by the Commission?

THE MINISTER OF STATE IN THE MINISTRY OF PLANNING (SHRI AJIT PANJA) : (a) Yes, Sir. In the Seventh Five Year Plan document, the Planning Commission has proposed some changes in the organisational systems and procedures as well as the personnel policy to improve

the management in Government and Public Enterprises.

(b) Briefly, the changes proposed include the following:—

- (1) Reduction in number of decision-making levels by conscious delegation;
- (2) Quicker methods of communication, information flow and retrieval of data;
- (3) Ensuring continuity for key officials in Economic Ministries;
- (4) Developing specialist pool or cadre of officers for developmental work at the district level, suitable incentives and training for officials at the Block and District levels;
- (5) Improvement of operational management and upgradation of managerial capabilities in public enterprises;
- (6) Better interface between the Government and Public enterprises management; and
- (7) New institutional framework to ensure genuine workers' participation.

श्री धुलेश्वर मीणा: सभापति महोदय, मैं सप्ल. मेम्बर। क्वेश्चन करूं, उससे पहले मैं सरकार को बहुत-बहुत धन्यवाद देना चाहता हूँ कि कम से कम बहुत वर्ष में 'प्लानिंग कमिशन' ने यह परिवर्तन का साहस किया। आपने अपने डाफ्ट आउटलाइन में यह बताया है कि इस परिवर्तन से उद्योगों में और सरकारी उपक्रमों में बहुत कुछ तब्दीली आएगी, जिला लेवल पर, ब्लाक लेवल पर काफी तब्दीली आएगी। हम अब द्वाकिसवी सदी में प्रवेश करने जा रहे हैं, मैं आपसे मंत्री महोदय जानना चाहता हूँ कि इस आयोग के द्वारा होने वाले परिवर्तन के बाद में हमें इस परिवर्तन से क्या उपलब्धि होगी और किस-किस में परिवर्तन आएगा ?

SHRI AJIT PANJA : About the achievements and changes I cannot say anything right now but we are laying emphasis on speed and efficiency at all levels. There are three levels at which we have to put more emphasis. One is the administrative system, the second is the delivery system at the field level and the third is the public enterprise management. Even the main delay in the public enterprise management is due to various decision-taking levels which need to be shortened and that is the point on which we are putting more emphasis.

श्री धर्मेन्द्र वर्मा : श्रीमान प्लानिंग कमिशन ने सातवीं पंचवर्षीय योजना पर बहस के दौरान में विभिन्न स्टेजों के मुख्य मंत्रियों को बुलाया था और उन्होंने अपने सुझाव दिए थे। माननीय प्रधानमंत्री जी ने यह कहा था कि इस आयोग को स्टैच्युटरी बाडी में कन्वर्ट नहीं किया जायेगा। श्रीमान्, मैं जानना चाहता हूँ कि यह कमिशन परिवर्तित होने के बाद किस रूप में काम करेगा? क्या यह ऐडवाइजरी बाडी के रूप में रहेगा या किसी फाइनेंस कमीशन के रूप में रहेगा या किस रूप में यह कार्य करेगा?

SHRI AJIT PANJA : It will go on functioning in the same manner as an advisory body.

SHRI SUKOMAL SEN : Sir, earlier the Administrative Reforms Commission was appointed and it submitted its recommendations. I think that most of the recommendations were not implemented. Now the Minister says that the Planning Commission has taken some measures. I would like to ask whether these suggestions made by the Planning Commission differ from those recommended by the Administrative Reforms Commission, and if so, what is the difference and what are the new features and whether the suggestions made by the Planning Commission are applicable to the administrations of the State Governments also?

Secondly, about workers' participation in public enterprises, I would

like to know what the suggestions of the Planning Commission are and whether they envisage workers' participation with equal rights and what will be the percentage of share in the management by workers.

SHRI AJIT PANJA : Sir, so far as the first part is concerned, there were in fact five main Committees. One of these was the Administrative Reforms Commission headed by Mr. Hanumanthayya. All these bodies' recommendations were taken together and thereafter after proper discussion the Planning Commission suggested what is the best way to improve and have the efficiency go down to the block level. These are the recommendations which came after such discussions of the recommendations made by these five bodies.

As regards the second part, about workers' participation, we have divided it into three levels—one is the shop floor level, i.e. the grassroot level, second is the plant level and the third is at the board level. Uptill now, 72 Central public sector units have implemented it upto the shop floor level and also at the plant level, but at the board level it has not yet been implemented.

श्री वीरेन्द्र वर्मा : माननीय मंत्री जी यह बताने की कृपा करें कि जो निर्णय उन्होंने लिए हैं क्या उनका कांफ्लायेंस ग्रारंज कर दिया है और 7 फाइव इयर प्लान में जो रिक्मंडेशंस हैं उनके अनुरूप कार्य किया है?

SHRI AJIT PANJA : Sir, so far as the Seventh Five Year Plan is concerned, if the hon. Member looks at the copy already laid on the Table, Chapter XXI, Volume II, deals with the Plan implementation and monitoring. In paras 21.38 to 21.49 a number of changes which I have mentioned are given in detail.

SHRI VIRENDRA VERMA : Sir, the first part has not been answered. I asked whether you have complied with the recommendations.

SHRI AJIT PANJA : I am sorry I forgot to answer that part. But as I have said, earlier in 72 public sector units workers' participation is already implemented. So far as other recommendations are concerned, it will take some time to percolate down to the block level, but it has started.

SHRI M. S. GURUPADASWAMY : Sir, the administration is wilting under its own weight and under the out-of-date and wrong procedures being followed. Several times the Ministers have been assuring the House that they are streamlining the administration, but nothing has happened. As you know, a veteran administrator has said that delay is the father of corruption. One important element in the modernization of administration missing in this Government is, there is no functional approach towards administrative procedures. May I know from the Minister whether he would adopt this approach rather than the stereotyped, out-of-date and routine type of procedures which lead to corruption, inertia and red-tapism?

SHRI AJIT PANJA : Sir, if delay is the root of corruption, what is done in hurry is undone in a hurry too.

SHRI M. S. GURUPADASWAMY : There is no hurry at all. There is so much of delay.

SHRI AJIT PANJA : Therefore, so far as the implementation portion is concerned, ...

SHRI M. S. GURUPADASWAMY : Where is the hurry? You have been delaying it all the time.

MR. CHAIRMAN : It is just a sort of ...

SHRI M. S. GURUPADASWAMY : Let the Prime Minister answer. The Prime Minister is here.

MR. CHAIRMAN : Why should he? When the Minister is here, he will answer. Why do you say that? You go on, Mr. Minister. You are answering very well.

SHRI RAJIV GANDHI : He is very competent to deal with the honourable Members.

SHRI M. S. GURUPADASWAMY : I think the Prime Minister is more competent to answer this question than his colleague.

MR. CHAIRMAN : It is a matter of opinion.

SHRI AJIT PANJA : I thought that the honourable Member is worried about weight. So, I was answering a lesser weight.

Sir, so far as the recommendations which I have already narrated here are concerned, they will show that the Planning Commission was conscious about this weight and the overhead expenditure, and that is why the whole process of decentralization, in the decision-making, has started.

SHRI JASWANT SINGH : Mr. Chairman, Sir, the honourable Minister has said that they are trying to attain speed and efficiency. To my mind, a hopeless task in the hands of this Government. I would, therefore, like to say that unless you eliminate four causes of it, you can't achieve either speed or efficiency—firstly, paper, secondly, files, thirdly, notings and, fourthly, peons. Has the Government given any thought to the elimination of these four causes to achieve speed and efficiency? Would the Prime Minister like to handle this?

SHRI AJIT PANJA : Sir, with speed and efficiency—I repeat—it shall be done, but it is not a task which is reposed on us from their side. People with speed and efficiency have voted us to power, not the members of opposition. Therefore, so far as the four causes named by him—papers, peons, etc.—are concerned

our Constitution is a written Constitution and officials do their work so that the work is done in a proper manner. Our Evidence Act also lays down the same principles. Therefore, there is a method of checks and balances through which it is moved, but to ensure that decision-making is quick, time is shortened and these recommendations have been made.

DR. SHANTI G. PATEL : Sir, in the context of the Five-Year Plan I am referring to the projects which are cleared and included in the Five-Year Plan. After the public enterprise concerned has discussed the matter with the Ministry concerned and a working group has gone into it, ultimately the Five-Year Plan is prepared. With regard to these projects, when it comes to the stage of implementation, the enterprise is required again to make a report and get approved, what is called, the feasibility report, and then again a Detailed Project Report, and this takes a lot of time. I know of a case, of the Indian Petro-Chemical Corporation, where the project was cleared by the Ministry concerned after five years. I would therefore, like to know from the Minister whether he would like to eliminate this particular procedure in regard to those projects which have been cleared by the Five-Year Plan and allow the decision-making to take place at the public enterprise level so that speed and efficiency are maintained.

SHRI AJIT PANJA : Sir, so far as the feasibility report at a particular stage is concerned, often it becomes necessary. Even though we discuss it at the Plan stage, when it is actually being implemented we want up-to-date position, that is, the costing, the market prices and other things which are required for the inputs. Therefore, the exercise of feasibility report will remain. But, Sir, for the information of the honourable Member, to shorten this function we are trying to make it, as far as possible, final at the discussion level of the Annual Plan. But the particular technicalities and other things have

to be done at the time of action when things go to the field.

Absorption of scientists/engineers returned from abroad

*343. **SHRI R. SAMBASIVA RAO :** Will the PRIME MINISTER be pleased to state :

(a) what is the number of scientists/engineers who returned from foreign countries and have been absorbed as pool officers for a period of two years in various Government institutions like the C.S.I.R. during the last three years, yearwise;

(b) whether it is a fact that this practice has been discontinued ; and

(c) if so, what are the reasons therefor ?

THE MINISTER OF STATE IN THE MINISTRY OF SCIENCE AND TECHNOLOGY AND IN THE DEPARTMENTS OF OCEAN DEVELOPMENT, ATOMIC ENERGY, ELECTRONICS AND SPACE (SHRI SHIVRAJ PATIL):

(a) the number of highly educated scientists, engineers, technologists, medical personnel and social scientists who returned from foreign countries and have joined as Pool Officers for the calendar years 1983, 1984 and 1985 (till November, 1985) are 154, 134 and 105 respectively. Of these 72 have completed two years or more as Pool Officers. Of the balance 321, 239 have been given appointment for a period of two years.

(b) No, Sir. ...

(c) Does not arise.

SHRI R. SAMBASIVA RAO : Sir, I was told recently that one doctor and one engineer went to register as pool officers in the CSIR but they were rejected. They said that they were not going to consider any more proposals and that they were not going to register them.