

[Shri P. Venkatasubbaiah].

our Constitution. Sir, in this regard. I would also mention that the paper on Indian language will not be compulsory for the candidates hailing from the North-Eastern States—Arunachal Pradesh, Manipur, Meghalaya, Mizoram and Nagaland—and also for the candidates hailing from Sikkim.

With these few words I commend this Report for acceptance by hon. Members.

*The question was proposed.*

THE VICE-CHAIRMAN (SHRI U. K. LAKSHMANA GOWDA): Now, before I call upon Mr. Shahabuddin, Mr. Advani has one or two points to raise.

#### RE. FACILITIES TO RETIRING MEMBERS

THE LEADER OF THE OPPOSITION (SHRI LAL K. ADVANI): Sir, just one point. I had raised it earlier, in relation to the retiring Members, with regard to their facilities of housing, railway passes and telephones. The other day the Chairman also commended the case. The Government had assured us that it would look into the matter and take a decision. Today is the last day. Therefore, it would be in the fitness of things if the Government apprises the Members and the House as to what decision has been taken in this case.

SHRI BHUPESH GUPTA (West Bengal): We fully support it; and so also, I am sure, the Members retiring from that side. It is a matter of the House as a whole.

THE VICE-CHAIRMAN (SHRI U. K. LAKSHMANA GOWDA): Do you want to say anything?

संसदीय कार्य मन्त्री (श्री भीष्म नारायण सिंह) : मान्यवर, जो सम्मानित सदस्य, हमारे कुलीग रिटायर होने जा रहे हैं, जिन राज्यों में राष्ट्रपति

शासन होने की वजह से चुनाव नहीं कराये जा सके ज्यों ही हमारा ध्यान इस ओर आकृष्ट किया गया हमने तत्काल उस पर कार्यवाही करने की कोशिश की। मैंने हाऊसिंग मिनिस्टर, कम्युनिकेशन मिनिस्टर तथा रेल मंत्री जी को पत्र लिखे जिनकी प्रतिलिपि राज्य सभा सचिवालय को भी भेजी गई है। मेरी यह चेष्टा है कि जिस ढंग से विघटित लोक सभा के सम्मानित सदस्यों को सुविधाएं तब तक दी गई थी जब तक चुनाव नहीं हो गया था उस तरह की सुविधाएं हमारे इस सदन के सम्मानित सदस्य जो रिटायर हो रहे हैं उनको भी मिल सकें। इसमें हम प्रयत्नशील हैं और आशा है कि जो कुछ भी सम्भव हो सकेगा वह हम लोग कर सकेंगे। धन्यवाद।

#### MOTION RE. THE TWENTY-EIGHTH REPORT OF THE UNION PUBLIC SERVICE COMMISSION FOR THE PERIOD FROM APRIL, 1977 TO MARCH 31, 1978, ALONG WITH GOVERNMENT MEMORANDUM—CONTD.

THE VICE-CHAIRMAN (SHRI U. K. LAKSHMANA GOWDA): Shri Shahabuddin. Please take ten minutes.

SHRI SYED SHAHABUDDIN (Bihar): May be a little more. I think my party has a little more time allotted.

THE VICE-CHAIRMAN (SHRI U. K. LAKSHMANA GOWDA): Because your party has put up three speakers, it has to be restricted.

SHRI SYED SHAHABUDDIN: Mr. Vice-Chairman, Sir, the 28th Report of the Union Public Service Commission is now before the House. This relates to the year 1977-78. The Constitution does indeed lay down, as the hon. Minister informs us,

that there should be an annual report; but the words used there in article 323 are: "The Report shall be made annually". I am afraid that that particular aspect seems to have escaped the notice of the hon'ble Minister. We are now two years—nearly two years—late. The Report for 1978-79 has not yet reached the House; I wonder whether it has reached the Government. And the Report for 1979-80 is almost due; in fact, it is due today. This is just a technical point that I thought I would bring to the attention of the Government and the hon. Chairman of the Commission so that the report of an institution which has such national importance does indeed reach the people of India in time.

Mr. Vice-Chairman, Sir, going through the Report, I have a feeling that the Union Public Service Commission over the years, with the expansion of administration, has assumed responsibilities some of which are not of a national character. For example, the load of appointments to the Union Territories which are virtually State level appointments and which, in fact, are being handled by the Union Public Service Commission consume now a far greater proportion of time than was perhaps envisaged in 1950. Therefore, one of the suggestions I have in mind is that in order to enable the Union Public Service Commission to give their undivided attention to the national level appointments, to the Services, the Government should constitute a separate Civil Service Commission on the model of a State Level Commission for the Union Territories as a whole. Mr. Vice-Chairman, I also find from this Report—I do not know whether that practice is still there that even after the formation of the Staff Selection Commission, some of the lower level appointments, for example, in the Assistant's Grade and the Stenographer's Grade continue to be made by the Union Public Service Commission. Unless subsequently a

change has been made, I would plead with the Government and the Home Ministry that in consultation with the Union Public Service Commission work relating to the non-gazetted staff of the Government of India should be consolidated in the hands of the Staff Selection Commission and that the Union Public Service Commission again should be divested of this additional responsibility.

Mr. Vice-Chairman, here I find a very detailed analysis of the IAS Examination of 1977. That examination, as you know, Mr. Chairman, has been remained as the Civil Service Examination. There are a large number of statistical tables here in Appendix VII if I may draw your attention. But it seems to me that there is a certain degree of confusion and some amount of inadequency in bringing about the relevant information which the nation would like to have. For example, there is some confusion about the basic educational qualification. In fact, I find there that the honours, the post-graduate and the doctoral degrees have been lumped together. I do not see any reason to do that. In fact, the basic degree, whether it is a pass course or an honours course, is at par with each other as far as the eligibility for appearing for the examination is concerned, and that is something quite distinct from the post-graduate degrees whether at the Master's level or at the Doctorate's level. So, in fact, a proper classification. In order to give the relevant information, ought to be the graduate degree, the basic degree on one hand and a post-graduate degree whether at the level of Masters or at the level of Doctorate on the other. Then, of course, we have a small group of candidates who hold technical degrees. For example, some people holding the Medical Degrees and some holding technical degrees also appear for this examination. I suggest that the candidates should be classified basically into three parts, those holding the basic degree, those holding the Masters

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and doctoral qualification in humanities and sciences and others with technical qualifications.

The other thing that I notice here brings me to a larger question, a national question. It is said in the Report that a very large number of candidates for the IAS Examination come from a few universities, which means that they also come from a limited part of India. I wonder whether this, in the long run, is not going to affect the national character of this service and of the other all-India Services. Therefore, the Government should look into the reasons why this is so. The information provided in Appendix VII of the Report does not give us clear and categorical information. For example, the ratio worked out between the number of candidates originating from a university and the number of successful candidates from that particular university, to my mind, is totally irrelevant. One has to go into the question why it is that a big university like the Calcutta University puts forward only 500 candidates and even a bigger university like the Bombay University does not put forward even that many candidates. I think a correlation has to be built up between the total enrolment of a university, the number of graduates produced every year by that university and the number of such graduates out of that university who finally enter into a class I Service of the Government of India. If this correlation is made, we shall be able to judge whether or not the civil Services are equally attractive for all the people of India, for all the sections of the people of India and for all the regions of India and the reasons therefor.

Obviously they have spent a lot of time and energy in preparing these appendices but some effort should be made to bring out this element. The information is readily available from the University Grants Commission. One can easily get the information

on the total enrolment of the universities, and the total number of graduates produced in a particular year.

Mr. Vice-Chairman, Sir, I would like to mention here that there are a number of all-India Services which have been in the offing for a long time. I think it is time that the Government took a clear-cut decision and that a national consensus was built up to create more Services. I think, with the expansion of the public sector there is a need for having an Indian Industrial Management Service and there is a need also for having an Indian Technological Services. I think, perhaps, the Government have already been working on a Medical Service and a Judicial Service. We know that from year to year the matter has been taken up. I think it is time that the Government should exert itself and convince the States and the people of India that in order to develop national solidarity and bring about uniformity in administration, some of these new Services are

3 P.M. urgently required. Mr. Vice-Chairman, I find from the Report, rather to my regret that the Public Service Commission has not been able to get candidates, eligible candidates, from the Scheduled Castes and Scheduled Tribes to fill the reserved quota. I think it is disgraceful that 30 years after independence we have not been able to do enough to bring up the educational level, to bring up the cultural level, to bring up the social and economic level of these depressed classes so that they can take full advantage of the reservation that the nation has made in their favour. I think, therefore, that merely a policy of reservation is not adequate. If the Government is really sincere that the Scheduled Castes and Scheduled Tribes and all weaker sections should participate equally in the government service, something more needs to be done, of course, without reducing

the minimum eligibility conditions, and without reducing the minimum qualifications that we require for these Services, because that is paramount in the interest of efficiency; the Government should try to pick up promising candidates right after the high school level and see to it that the drop-out level among the Scheduled Castes and Scheduled Tribes and other weaker sections is minimised and that each one of them does go through the universities in order that he is in a position to appear for the Central Services and take the examinations. Something more can be done. I need not go into details Sir, I think several States have introduced coaching classes. I think the Central Government and Home Ministry should induce other States also to organise such coaching institutes, especially for the candidates from the weaker sections and, if necessary, to subsidise them in this effort.

Mr. Vice-Chairman, mention has been made by the hon. Minister about the various aspects of the functioning of the UPSC. I find that a conference was held of the Chairmen of the State Public Service Commissions in November, 1977 and their joint recommendations are there on page 138. I would have liked the hon. Minister to have told us precisely which of these recommendation made by the Chairmen of the State Public Service Commissions and the Chairman of the Union Public Service Commission have been found acceptable by the Government of India. I personally find a lot which make sense to me and I think that they need to be given full and sympathetic consideration. For example, on the question of composition, I think it is necessary that apart from the 10-year Government service formula that the hon. Minister referred to, there should be clear guidelines for the appointment of Members and for the appointment of the Chairman of the Public Service Commission at the State level and at the Union level. At the moment, I regret to say this,

at least at the State level, appointments to the Public Service Commissions have become politically motivated. I thank God, the Union Public Service Commission has not yet come to that point. But at least at the State level, the respect and the authority that the Public Service Commission commands depends very much upon the calibre of the members and their standing. I think that apart from seeing to it that all disciplines, in sciences and humanities and management are available at the level of the Public Service Commission, people should be of adequate calibre. Therefore, it is necessary that the Government should lay down specific guidelines which should be followed in future.

Mr. Vice-Chairman, there is one specific clause of the Indian Constitution which has been found to be an obstacle in the working of the Union Public Service Commission. I am referring to Article 320(3) (b) of the Constitution. I personally know that this particular sub-clause has been used by the Government in depriving the Union Public Service Commission of its legitimate and in-built responsibility for supervising all senior promotions in the senior services. In fact, they have been debarred in practice from taking a leading role in making these selections which are supposed to be on merit, on the ground that the Commission is concerned only if a promotion is made from one service to another. I have been in the Service, Mr. Vice-Chairman, and I know how few promotions are made from one service to another. I think the phrase here is "promotions and transfers from one service to another". The Government have always read it as if the phrase "from one service to another" also applied to promotions and did not merely apply to the word "transfers". I think 'promotions' have to be taken as promotions only, that is to say, within a cadre, within a Service. All senior promotions from one grade to

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another, even those handled and processed by the functional Ministry, should be supervised by the Union Public Service Commission in the interest of Justice and equity, in the interest of bringing about uniform standards. I hope that this aspect will receive the Government's attention. I would like them to ensure that at least in the case of these senior promotions there is consultation with the Union Public Service Commission in every single case without exception. Also a point was made by the Chairmen of the Public Service Commissions that the appellate jurisdiction with regard to promotions should be vested in the Commission as has been done, for example, in Great Britain. I fully sympathise with that suggestion.

I find that over the years a large number of autonomous bodies have come up to recruit people independently of the Union Public Service Commission. For example, there is the Railway Service Commission, there is the Atomic Energy Establishment Board, there is the Agricultural Scientists Recruitment Board, and I understand there is a Board for selecting senior executives of the public sector. I do not mind the existence of these autonomous Boards. But I would like the Government to ensure that these Boards follow a uniform pattern and method of selection and they lay down standards in consultation with the Union Public Service Commission and that one Member of the Union Public Service Commission is invariably associated with each of these Selection Boards and Commissions.

Mr. Vice-Chairman, I would like to pay my tribute to the Union Public Service Commission under the chairmanship of Dr. Kidwai for having improved the method of selection and mode of recruitment. I believe

a lot of modernisation and computerisation have gone there in order to eliminate, as far as possible, the subjective elements in selection.

Mr. Vice-Chairman, we know that the civil service, institutionally, is on the decline. It no longer commands the esteem of the people. In fact it does not attract the best products of our universities, the cream of our youth. I do not know whether it is a loss or gain. But the fact is that the civil service today has lost its attractiveness. We know that bureaucracy has almost become a word of abuse. I also know that those who abuse bureaucracy need and want bureaucrats to carry out their instructions. Our civil service is fast losing its character, its rationale. Its prestige is almost at the lowest ebb(?) primarily because the public no longer looks upon it as an honest institution. Civil service was supposed to be distinguished by the factors of independence, anonymity and neutrality. Today we know that under the double impact—the economic impact of inflation, and the political impact, that is, the impact of our political system—over the careers of the bureaucrats, the civil service has ceased to be neutral, has ceased to be independent and has ceased to be anonymous. This is why a young man, with idealism and sense of dedication to the country, who wants to give his best in the service of the country, fights shy of entering the civil service, when he looks at the various alternatives before him. He fights shy of entering Government service because he knows that it is hotbed of politics and of corruption. Now, there are only two ways in which its morale can be built up. One is to make it more attractive for the cream of our youth to be inducted into the civil service. One cannot over-emphasize the importance of good administration in a developing economy and for a long time to come we have to depend upon good administrators to carry out whatever we decide in this House.

Therefore, I plead that a political consensus should be built up to relieve as far as possible the civil service from the pressures of politics in order to let them regain their sense of independence, their sense of justice and their sense of integrity. Let no commitment be demanded from them to any political ideology or to any political party or to the Government in power. Let them be free to dedicate themselves to the service of the people according to the provision of the Constitution of India.

Secondly, though I do not wish to plead for the civil service by asking the Government to raise their salary scales, the fact is that an honest civil servant cannot make a decent living. An honest civil servant cannot hope to give education to his children. An honest civil servant cannot hope to construct a house and to provide shelter for himself. An honest civil servant cannot hope to marry his daughters. Inflation has eroded his salary to one-tenth of the value. Are you deliberately giving him, by putting him in government service a licence for corruption, saying "Go ahead and exploit the people of India, go ahead and commit as much corruption as you like, or as much as you can get away with"? Mr. Vice-Chairman, therefore, it is necessary that the Government should fix the maxima and the minima. But between the maxima and the minima, let every salary be fully indexed to inflation so that at least whatever hope a young man enters with, is fulfilled and he can hope to retain that much of purchasing power throughout his career. These two points are absolutely essential if the services are to retain their honour and integrity, their soul, if they are to serve the people of India.

Mr. Vice-Chairman, Sir, with these words, I would commend that the Report be accepted with the request that the further Reports be placed before the House at the appropriate

time and when due. Thank you very much, Sir.

SHRI N. K. P. SALVE (Maharashtra): Sir, the requirements of article 323 make this annual ritual of placing the UPSC Report on the Table of the House a necessity and it affords Parliament an opportunity to discuss the various facets of the working of the Union Public Service Commission which is otherwise immune, and very rightly so, to any public criticism. Sir, the Union Public Service Commission has its own stature, has its own position, and has its own protection under the Constitution, and very rightly so. Sir, it is a very important institution in our country which has been entrusted with an extremely delicate task.

Sir, the learned speaker who spoke before me, the honourable Member, Shri Shahabuddin, with his knowledge of the institution, with his knowledge of the services as they are, made a very valuable contribution. Sir, he has a detailed knowledge of the working of the services and he has a deep knowledge of the working of the institution. But I am afraid, I do not have any such knowledge of the working of the Public Service Commission nor do I have any insight into the working of the bureaucracy as such. Therefore, I shall confine myself to making certain general comments that I have to make and, I am sure, Sir, certain comments are required to be made commensurate with commonsense.

Sir, the composition of the Union Public Service Commission, as mentioned by the honourable Minister of State for Home Affairs, is such that people drawn from different disciplines and professions, top men in different disciplines and different professions, men from weaker sections, belonging to the Scheduled Castes and the Scheduled Tribes and other men who have distinguished themselves in different disciplines are taken in and they constitute this august forum. Sir, a tribute has

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been paid to Mr. Kidwai, the Chairman, who has taken certain measures to modernise the procedures and methods of recruitment by the Union Public Service Commission. But, Sir, I have a very basic criticism against the institution itself. I am not blaming X, Y or Z and my basic criticism against this institution, Sir, is that this is an institution which seems to be living in an ivory tower absolutely and it is still conservative and is still adhering to such methods and means that it will never be able to take to revolutionary method of recruiting people. The honourable Member, Shri Shahabuddin, was absolutely right. Ultimately, there is a steep decline in the standards of the services which we are seeing today and even the people who are being drawn into the Government service are not the top brass that they used to be once upon a time and the reason for this which he mentioned is that there are better employment opportunities in the private sector which is nothing wrong. Private sector is also a national sector. Any sector, whether it is the private sector or the public sector, it is also working for augmenting the national product and for improving the lot of the nation as a whole. So, whether they are working in the private sector or the public sector or the Government, so far, so good and, on that score, I do not have any grievance at all. But, what is happening is, that from the method and the manner in which the examinations are conducted, it appears that it is for the benefit of a particular sector of the society only. It is only those boys, coming from a highly sophisticated society, educated society, who go to schools and colleges, who are trained to reading accounts in a particular manner, economics in a particular manner, physics in a particular manner, chemistry in a particular manner or biology in a particular manner; are able to do these examinations very well. It is only those people who are trained either in humanities or science or commerce

or in other disciplines in a particular manner, it is only those people who are capable of doing very well in the written tests. Go to the rural areas. Sir, for a long time I had the privilege of representing those areas where large sections of the community live in grinding poverty. There the Adivasis live. And many of them were brilliant boys. One Adivasi boy I took in my office as a peon—a brilliant boy. He was such a brilliant boy, whom I took in my office, that in three years' time, when I used to cite certain cases that young boy would remember—after three years' time. I would tell him about such and such case he would remember that it was on such and such date and he would remember even the citation of the case. Such a brilliant boy. But he will never have a chance of becoming a Secretary to the Government of India. Why? Because of our modes and methods of recruitment, because he can never expect to be an M.A. in Economics or so. He can never study in the Modern School. He can never study in St. Stephen's College. My son can possibly do it. Mr. Shahbuddin's son can do it. Sons of most of us can do it. But the rural Indians, the set of youngsters belonging to rural India, belonging to the poor sections, for whom we are lamenting here day in and day out—for them the UPSC has done nothing. And we do not expect them to do anything for the rest of our lives. We will go on lamenting for them, but nothing will be done. We will go on eulogizing them. But the existing methods of recruitment, the existing methods of examinations, leave much to be desired. We are talking of weighted representation for the Scheduled Castes. Nothing is more hypocritical than this. It is one way of statistics and charts being given about Scheduled Castes who passed on merits and then their quota being set off. If we are really serious about our business, if we are genuine about our concern about the Scheduled Castes and Scheduled Tribes and other boys, let us understand that the

weaker sections of our society cannot be in competition with other youngsters who come from higher echelons of the society, who have better facilities available to them, of education, of schooling, of colleges and many other amenities available to them.

Therefore, Sir, my first and foremost submission is two-fold, and that is about conducting the examinations. By computerising you are not going to change the basic system. Sir, the Public Service Commission appears to be living in an ivory tower. They are not close to the main national stream. How many youngsters have they taken from rural India? Not one. All of the IAS officers, IFS officers, IPS officers and of Indian Accounts and Audit Service recruited from the urban areas. Is it the prerogative of the urban areas? Also, Sir, from the urban areas only those who are the sons of bureaucrats, who are the sons of the professionals, who are the sons of doctors, professors, belonging to upper classes of the society, are taken. If this thing cannot be removed then I will submit one thing. This only means that we are perpetuating and permeating some sort of a vested interest in our services, and the standards will never go up. I do not blame the younger generation. Because of the rising prices and because of inflationary pressure, continuously, there is erosion in the purchasing power of the rupee. Today, for an IAS officer, with his meagre salary, it is impossible to make both ends meet. And you vest in him so much of power, and it is no surprise, then, that he is tempted towards other avenues. It is no use blaming the Public Service Commission; it is no use blaming our bureaucracy for corruption. It is for the Government to see that if there is this sort of declining standard in the morality of our services, we are ourselves responsible for this. And when you vest so much of authority in them that with a stroke of pen they can do and undo things, at least we need assure them security, provide them accommodation, provide them convenience, pro-

vide a proper education for their children, and so on.

Sir, reverting back to the Public Service Commission, there is one suggestion made by Shri Shahabuddin, which I completely endorse, this is about the Indian Judicial Service. There is no other service which suffered so much as the Indian Judicial Service. Shri Shahabuddin said that the Service should have no commitment to Government. Sir, I completely disagree with him on this. I say that they should be committed only to the Government. Even during the British days, the Bench, the ICS people—the Indians top-most, brilliant people—sold away, bartered away, their conscience they were loyal to the Britishers. They were loyal to the Government. If there is . . .

SHRI SYED SHAHABUDDIN: I am only making a distinction between the State and Government.

SHRI N. K. P. SALVE: It is a distinction, without difference, according to me. After all, we are wedded to creating a welfare State, and it is, therefore, essential that we go ahead with the socio-economic programme. (Interruptions)

SHRI K. K. MADHAVAN: That has a basic structure. The State itself is permanent. Governments go on changing. (Interruptions) My friend Mr. Salve, failed to understand that.

SHRI N. K. P. SALVE: I am overwhelmed by the profundity of my friend, Mr. Madhavan. Sir, what I was saying is this. If we are to create a welfare State, it is necessary for us to have a certain socio-economic philosophy. In our Constitution, we have given certain Directive Principles for a certain socio-economic philosophy. Unless our entire bureaucracy is pledged and wedded to that socio-economic philosophy and if they are going to work against it, I do not know how we are ever going to implement any of our programmes. Therefore, most of our programmes failed. It is a very tragic commentary on our bureaucracy. They have

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absolutely no commitment to a particular philosophy or programme. I have seen in my own constituency and in my own district that if we have a Collector who is interested in the welfare of the Adivasis and the Scheduled Castes and the Scheduled Tribes, the same Government schemes worked far more efficiently than at a time when we have a Collector who is not interested in the welfare of the people. This person-to-person differentiation exists. We must institutionalise this sort of commitment. It does not matter who comes. But our certain basic socio-economic philosophy remains and they must be wedded to that. If they are not wedded to it, they must be weeded out. Sir, there has been an erosion in the Indian Judicial Service. There is such an amount of erosion that we are coming to an extremely lamentable situation today. Unless something is done and unless you rebuild the entire Indian Judicial Service, I have no doubt left in my mind that justice in this country which is already very expensive will become a purchasable commodity like *sabzi bhazi* in the market. It will be the most tragic thing.

There are two or three suggestions which I want to make for the consideration of the Home Minister which he may pass on to the Union Public Service Commission. Sir, most of the public sector undertakings are suffering a great deal because we have the bureaucrats and the IAS people sitting as their *dadas* who understand nothing of technology and who understand nothing of the management of these commercial organisations. Still they must sit over the heads as supergods and demigods. This idea must be got rid of. They are sitting in ivory towers. I do not know when will they get rid of this ICS mentality? They are simple Indian citizens and they must live as such. They do not become gods. They are not something very superlative. A Secretary thinks that he is super-

Prime Minister. This sort of mentality must go and sooner it goes the better it is. They cannot live in ivory towers. Therefore, what happens is that an IAS officer wants to control the Bhilai Steel Project although he may never have seen what a steel plan means and how steel is manufactured. Sir, we should have a completely different service. It was referred to by Mr. Shahabuddin. Let the Indian Industrial Service as such take charge of our public sector undertakings. They should be specialists in the managerial skill. They should be the best people technologically. They should be technocrats. It is this service which will pull our public sector undertakings out of the morass in which they were today. Over 1500 crores of rupees have been invested in the public sector. This is not the occasion for me to refer to the reasons which have gone into this miserable performance of our public sector undertakings as a result of which there is a loss of 31 crore of rupees. The country cannot afford it. At 10 per cent return, we should have had 150 crores of rupees for our exchequer. Instead of that, there is a loss of 31 crore of rupees. But this is a different aspect not germane to the debate just now. All that I want to submit is that we should take away the Indian Administrative officers who are thoroughly incompetent, who are thoroughly useless and who are a great burden or a mill around the neck of these public sector undertakings and who act as *dadas*. Therefore, although we are already very late, build up the Indian Industrial Service and straightway start recruiting and drawing top men. For God's sake, do not be hypocritical about it. Remember and learn to pay well. Unless you pay well and unless they are completely satisfied, nothing will come out of it. In this connection, there is one more suggestion and I have done. Do you think of recruiting Chartered Accounts, our people who are well trained in the realm of accountancy, in the realm of costing and in the taxation field? You can

invite them for *viva* and entitle them to the Indian Audit and Accounts Service as such. With these words, Sir, I am grateful to you for giving me this opportunity and thank you, very much.

SHRIMATI PURABI MUKHOPADHYAY (West Bengal): Mr. Vice-Chairman, Sir, we are discussing the current report of the UPSC, and much has been said about the system of examination. Sir, may I tell Mr. Salve and Mr. Shahabuddin that there is the Kothari Committee Report suggesting all the reforms in the recruitment and also a unified examination system and which was lying with the Government for the last four years? And the Central Government has yet to respond. They wanted to elicit public opinion on that, and the response was good. But the Government did not respond to it as yet. And we do not know the fate of the recommendations of the Kothari Committee.

Sir, Mr. Shahabuddin and Mr. Salve were very much right when they said that we must involve the rural students, the rural population in the process of examination. How is it possible unless the Government gives enough attention to the problems in the rural areas? There are bright students, very good students who are doing very well in their examination. But the outward expression is lacking when they come for the interview. If there is a system of picking up children from the 10th or 11th or 12th class and then putting them under some refresher course somewhere in a central place for the children coming from the rural areas, that will give them a proper opportunity in knowing the world outside, in knowing the urban areas. And, Sir, their aptitude can also be tested at that time.

Sir, what I am interested mainly in is that the age limit that has been prescribed in all the recruitment rules must be and should be relaxed because it is no fault of a particular candidate that he does not get an opportunity to get some sort of employment, and

it is no fault of his that he should be debarred from appearing in any of the examinations. Sir, this problem of unemployment is so acute that we cannot solve it. The upper age limit must be relaxed if they can prove that off and on they have been trying for a job but they could not succeed.

Then, Sir, there is the question of examination fees. Imagine, Sir, a family having six or eight members, and an unemployed youth in the family applying with proper fees every now and then. This sending out of applications with proper fees becomes a very heavy burden on the family budget. Sometimes, for sending an application with photographs and all the photostat copies, the expenditure runs to about Rs. 100 per application which a poor family can ill-afford. So, Sir, my first demand is that the Government should recommend for the relaxation of the upper age limit. The second demand is that the Government should recommend to the Public Service Commission that while framing the rules, there should be a reduction of fees prescribed for any post.

Sir, the third point which I want to make is this. Sir, the Public Service Commission is always constituted with brilliant people available in the land. We have a Chairman who is known for his impartiality and his brilliance. Sir, the Report that we are discussing today is not of the current year but of 1977-78. If you go through it, Sir, you will find in it that the cases which started as early as 1972 or 1973 reached the final stage only in 1977-78. In some case an officer was recruited in 1972 without any reference to the Public Service Commission, without having anything to do with the framing of the rules of that post. It was done on a purely *ad hoc* basis. Since 1972 onwards, the incumbent has been continuing in that post on an *ad hoc* basis whereas the other officers working in the same Department are being debarred

[Shrimati Purabi Mukhopadhyay].  
 from competing for that post because there is no departmental promotion committee, no rules are framed and no approval of the Public Service Commission is taken. And everything is on an *ad hoc* basis. Sir, I have very little time at my disposal and I am not quoting any individual cases. This sort of thing is going on. They are working on an *ad hoc* basis. Take, for example, the DESU, Delhi Electric Supply Undertaking, here 15 officers were recruited on an *ad hoc* basis. One of them was a Deputy Chief Engineer. He was promoted again on an *ad hoc* basis. Neither his previous post has been approved by the Public Service Commission nor have the rules for that post been approved or framed at all and again he has been promoted and without reference to the Public Service Commission he is still continuing in his promoted post. It is very unfair to other officers. It is very unfair to unemployed youths who could not compete for that post and it shows that the Government has somebody there who is on their good books and they continue since 1972 onwards purely on an *ad hoc* basis. Then there are cases where Public Service Commission was referred to without having rules framed because they have appointed some people whom they want the Public Service Commission to approve. Public Service Commissions can do it for a month or so, for a limited period or till such time that the rules are not framed. It is not in the interests of particular officers to frame these rules because they do not want to be denied these privileges of adhocism. So for an indefinite period they are continuing on an *ad hoc* basis.

There are cases where Public Service Commission recommendations for disciplinary action or for penal measures have been flouted by the Government. I will give you only one instance of Nagaland Director for Industries. He was implicate and the language that the Public Service Commission used was that he is not only guilty of misconduct but

even his integrity is in question and they recommended some sort of penal measures. The Government flouted all these recommendations and when all the future increments were recommended to be stopped, the said officer is going ahead with his increments and promotions.

Sir, these things have a demoralising effect on the cadre. We want our cadres to be good, to be honest and to be committed to the people. What do we pay to them? Mr. Salve was telling about our judicial officers. You cannot get a competent judicial officer today because as a private practitioner in a law court he will earn much more than what the Government will pay him. So, what is the result? The result is that IAS, IPS and IFS men that we are getting are only second and third grade merited persons. Suppose you increase the salary and reduce their number and adopt some such yard stick of workers the result will be that you will be getting competent people. On better terms you will get better people. Otherwise, there is no solution for this thing.

I would like to say only one more thing and then I finish. Let the Government have at least some respect for the recommendations of the Public Service Commission. What they are doing now is nothing but flouting the recommendations of the Public Service Commission. They may write any report that they like but this Government will carry on its activities in the sweetest will that it wants to carry on in its own way.

DR. SARUP SINGH (Haryana):  
 Sir, I am sorry that Mr. Salve is not here. Unfortunately, not only Mr. Salve is not here but many others stay away when UPSC comes to be discussed. Whenever there is a political question under discussion the House is full. People forget that UPSC is an extremely important organisation and it affects our life in ways in which sometimes probably politics

does not. But, then, what can we do? When the report of the UGC comes to be discussed, again the House is empty. Mr. Salve raised one question; it has been raised again and again. This question was raised by the then Prime Minister, Mrs. Indira Gandhi in 1977—who is now the Prime Minister—when she addressed the meeting of the Chairman of the various Public Service Commissions in the country. In those days I was a member of the UPSC, and I was one of the very active members of that organisation. She also made an appeal that something should be done about the people who come from rural areas. She specifically mentioned the first generationists. The first generationists is a more concrete more specific description of the down-trodden. Sometimes, the UPSC prepares a list of people who have come from rural areas. That list is wholly fictitious because the young men write as their address, the names of the villages but actually they do not come from villages. I come from a village but my son does not come from a village. He gets his education in Delhi he gets all the advantages of the city life and he can go to a good school; he can go to a good college. Tomorrow, if he writes in his admission form that he comes from a village, he does not really become a rural boy. When I say the first generationists that means a boy whose parents are illiterate. He is the first child in the family who has gone to a school. The University Grants Commission also thought of providing some special facilities or these first generationists. But I am sorry to say that nothing has happened.

Now, Sir, Mrs Mukhopadhyay was saying—and again she was right—ultimately it is the imbalance in our educational system which is reflected at the level of the UPSC's selections. This imbalance is a larger question and the UPSC, I am sorry to say, cannot handle it. But then, who is bothered about our educational system? As I have said when the Bills

on Universities come here to be discussed, again the House becomes empty. We then are a remarkable House. Our interests in education is minimal; our interest in the appointments to the all-India services is minimal but our interest in quarrelling is the maximum. How, this is a dangerous kind of situation for both education and for administrative services. I am sorry, Mr. Salve is not here because I do know, as a intelligent man he knows the distinction between a State and a Government. He said this is a distinction without a difference. That is not true, Mr. Vice-Chairman. Every Government official is committed to the Government which is in power. Yes, the commitment has to be there as he has to follow their policies. At the same time it is the function of the bureaucrat to remind the Minister—Mr. Kesri, may I request you to give me your attention? I am speaking in the House. It is the first time I am speaking during this session. I rarely speak but senior people like you Mr. Kesri, who are responsible for the destiny of this country, have no time to listen to these things.

THE MINISTER OF STATE IN THE DEPARTMENT OF PARLIAMENTARY AFFAIRS (SHRI SITARAM KESRI): I am listening with attention.

DR. SARUP SINGH: This is where I am complaining, Mr. Vice-Chairman, because all of us quarrel about all sorts of trivial questions, sometimes non-trivial things. This is a non-trivial thing, a very basic thing but our interest, as you see, is totally negligible.

Mr. Salve asked the question: What can we do about getting these rural people and people from down-trodden areas? I say nothing. The UPSC as it is constituted today, cannot help. What do you want it to do? You have laid down the rules for it. They have

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been trying to function as well within those rules. One thing I can say about UPSC—I was a member for three years—and that is that their integrity is absolutely outstanding. I know that, I know they mean well. But what can they do? Our system, the way it works, in any case works, for those who are rich for those who are affluent who go to schools and go to colleges where English dominates. The Minister has mentioned something which is very very interesting. He has mentioned some changes which took place in 1979. This was one extremely good change. For the first time, English will not be too dominating a language, as far as written papers are concerned, because, there, the level of English that you demand is only higher-secondary. You also insist upon the child knowing at least one Indian language. This was a good decision. But then, how many universities in India have accepted the regional languages and Hindi as the medium of instruction? How many of the good institutions in the country have accepted any of the Indian language as a language of communication? No English is still the dominant language. And because English is the dominant language, take it from me, if your accent is not good, if you are not articulate in English if your fluency is not good, no question of your getting into any of the all-India services. You may do what you like. In the U.P.S.C., put anybody you like. What can he do? A boy comes. He is asked a question and he gives a reply. An excellent language. He goes. The other boy comes. He is asked the question. He starts fumbling because he lacks the confidence. Sir, confidence comes from success. This boy has not known success and his parents have not known success. With some struggle the boy has reached the college. In the meantime, his parents have either mortgaged the land or mortgaged something else. He cannot put on good clothes. He is perturbed

How shall I go in; how shall I walk in? He is trained by these fellows in New Dehi who make money out of them, these coaching institutes. They say 'walk in and say' good morning, Sir'. The boy comes shaking and trembling and you know he forgets to say 'good morning'. What does he say? He says 'good bye. It becomes a 'good bye'. This is the tragic situation. But is anybody bothered? All these patriot around me, the people around me, shout in the name of patriotism. Mr. Bhupesh Gupta said along with the retirement of Mr. Mukherjee, the ICS spirit will go. It will not go. It will stay. It will stay unless you bring about some permanent changes in your social structure or whatever you like. How can it go? What culture, may I know, has the IAS inherited? It has inherited the ICS culture. In fact, instead of saying the last ICS man has gone, you should have said the last ICS man has retired and he has performed his duties as well as he could. I say, he has performed his services as well as he could. What else did you expect him to do? He was trained in a certain way. We are training today the IAS in exactly the same way. What do you do in Mussoorie, may I know? Sir, when I went to England to get ph. D in English literature I did not know how to eat in the Western way. Hence, I asked a colleague of mine "How do you use the knife and fork? He taught me this in half a minute. You do not have to learn it. You do not have to waste one full year on these people in Mussoorie to teach them all kinds of things like how to live, what should be the living style and so on. What kind of living style do they need? Yet, this is happening here and the Minister cannot do a thing about it. We are only talking and talking, saying that we should change this, that and so on. I am sure, I am more synical than I should be. But I would like to ask this. Dr. Kothari's recommendations were mentioned by Mrs Mukherjee. One of the things which they said was that

the Mussoorie institute should be re-organised. The Government of India says this cannot be done. It is there you train them. In the universities, you train them. We train them also as *Sahebs* and after they have been trained as *Sahebs*, they come to you and you make them *Badasahebs*. It you say this ICS culture and this IAS culture should go it would not go. Mr. Shahabuddin is right that if you want them to continue as *Sahebs* and *Badasahebs*, pay them more. Otherwise, their *Sahebness* is in danger. Their integrity is in danger, because *Sahebness* also included integrity at one time. Their sense of honour, their sense of duty and their sense of dedications, all these meant, the man knew his job and did it well. Whatever Government comes, he would not bother; he would give the right advice. Their independence and their integrity are all important. But now that is crumbling and there is demoralisation in the Indian Services in spite of the fact that they are the upper classes, they are the affluent classes, they get the best education that your modern system gives them. And then we say what about poorer sections, down-trodden sections. In the case of the Scheduled Castes, because there is reservation, you might be able to keep up the percentage somehow because you say, lower the standards, relax the conditions and all that. Say what you like, but excepting these 15 percent or 20 per cent what about the rest? And amongst these 20 per cent boys whom you take, let me assure you, all of them also become *badasahebs*. Do you think they bother about the ordinary people? They hate poverty as bitterly as anyone else does. In fact, all that we teach our IAS boys and girls is, hate poverty, get away from it, leave the world behind from which you came, deny your parents, deny your ancestors, deny your culture, enter into a new world which is a wonderful world, in which you live as you live in London, New York and so and so forth. Shri Shahabuddin has gone through that

world. I have seen it from outside.

**What can the UPSC do?**

One word, Mr. Vice-Chairman, and I will have done. Unfortunately, I was carried away by this thing by which I should not have been carried away because two comments I would like to make on the functioning of the UPSC and I hope the Minister will take my remarks in the spirit in which they are being offered.

Firstly, the UPSC is over-worked at present. You know the present number of members is only nine including the Chairman. Nine is not enough and frankly, the Government of India should examine the work and find out whether nine members are enough. As it is, almost every day, I presume, they are getting people from outside to preside over the Selection Boards because it cannot be done otherwise. Outside people are being brought. Therefore, first of all, you examine whether nine members are enough, or there is need to increase the number and then decide the number you may like to have.

Secondly, Mr. Vice-Chairman, since we are talking of salaries, may I tell you that the salaries of the UPSC members are also rather low? They were Rs. 3000 to begin with. Long long ago they were Rs. 3500 or at times even Rs. 4000. In 1963 or so—I do not know the exact date—a decision was taken by the Government of India that everybody's salary should be reduced to Rs. 3000. So, it came to Rs. 3000. In 1965 the Government of India took a decision that those who were taking Rs. 3000 should get Rs. 3500; everybody should get Rs. 3500 except the UPSC member. Somebody forgot the UPSC people, partly because the UPSC people cannot speak. They are supposed to behave like virgins in a crowd of disreputable people. They keep quiet. So, they did not speak. They made representations, but nobody bothered. When I was a member I remember they had raised the salary to Rs. 3250. It was also mentioned that they will be given the same service conditions

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as are being given to the High Court Judges, but because the Law Minister was a powerful man, every man of the judicial service, in this or that capacity, got all kinds of pensions and salaries, but the UPSC was told by one of the Joint Secretary or Under Secretaries in a letter: your appointment itself is an honour to you, so why do you demand higher salaries. Most of you are useless, retired persons, you should be grateful that you have been appointed. I do not say that this was the language, but that is what was meant by that. On that day I decided that I should get out of it. You cannot retain good people in the UPSC unless you treat them well. And let me tell you the strength of the UPSC. UPSC is only as good as its numbers and when the quality of these members starts declining, as I am afraid it will start doing soon, then one good organisation will have been destroyed. The State Commissions have already been destroyed.

**SHRI SYED SHAHABUDDIN:** One more good organisation.

**DR. SARUP SINGH:** All right, you add one more. Mr. Vice-Chairman, the State Commissions have already been destroyed, having become politically infested with all kinds of corruption in every State. UPSC is still autonomous. People have not interfered with it all these years. (*Interruptions*)

**SHRI SHYAM LAL YADAV:** This is not fair. This remark is very general.

(*Interruptions*)

**DR. SARUP SINGH:** This question is not being raised by me. This question was raised by the Chairman of the State Public Service Commissions in the meeting which was addressed by the Prime Minister of India, Mrs. Indira Gandhi, in 1977. They said that they were being pressurised and one of the requests, therefore, was

that some kind of a system should be evolved where the relationship between the Union Public Service Commission and the State Public Service Commissions should be analogous to the relationship between the Supreme Court and the High Courts so that some kind of independence could be introduced in the appointment of Members and so on and so forth. Luckily for me, I have no experience of any State Public Service Commission because, fortunately, though I was born in a State, I have lived all my life in Delhi. And Delhi is, whether you like it or not, an ivory tower.

Since I have mentioned the salaries and so on—and I have mentioned about pension, I believe—the last thing, Mr. Minister, I would like to say is what Shri Shahabuddin has said about promotions. You will be, in a sense, solving their problem if you consult them not only in the matter of promotion but also when you form other autonomous boards for the public sector undertakings and so on and so forth. Utilise the Union Public Service Commission. UPSC still has a good name. It has credibility. When almost everything else seems to have lost credibility, here is an organisation which has credibility. Take advantage of that and utilise it in whatever way you can.

If I have said anything that may have hurt anybody, it was not my intention. I mean well. My speech is normally non-political, as you must have noticed. Even today it is non-political. But Mr. Vice-Chairman, one of these days let the Minister think over this and find an answer to this. First of all, why should they take two years to present the report? Not only this Government but the previous Government also took two years to consider a report of the UPSC. I presume the report of the University Grants Commission has not been considered yet. That will take probably three years. Important organisations that this country has

built for its upliftment are being neglected, which is an unfortunate thing. Thank you very much.

SHRI P. VENKATASUBBAIAH: May I reply to the hon. Member on this?

SHRI SUNDER SINGH BHANDARI (Uttar Pradesh): Let him reply at the end.

SHRI P. VENKATASUBBAIAH: About the late submission of the report (*Interruptions*) I am not intervening.

DR. SARUP SINGH: It is not his fault. I know.

SHRI P. VENKATASUBBAIAH: It is not the fault of the Government. That is what I want to say.

SHRI K. K. MADHAVAN: Sir, this is a bad precedent.

DR. SARUP SINGH: That is why I mentioned the previous Government also.

SHRI P. VENKATASUBBAIAH: I am not finding fault with the previous Government also. I am only mentioning . . . (*Interruptions*) Please hear me. I am not blaming any Government.

SHRI K. K. MADHAVAN: If the Minister starts replying to every Member, it will be a bad precedent.

THE VICE-CHAIRMAN (SHRI U. K. LAKSHMANA GOWDA): Mr. Madhavan, why are you so touchy about it?

SHRI P. VENKATASUBBAIAH: I am only mentioning that the moment it was received from the UPSC, it was placed on the Table of the House. I am only mentioning about it. I am not blaming the previous Government at all. I am giving you the dates when the typed copy had been received from the UPSC, when the printed copy was received. I am

only trying to give the dates. I am not apportioning blame on any Government. Why don't you hear me? Why do you jump to conclusions?

SHRI JAGJIT SINGH ANAND (Punjab): Mr. Vice-Chairman, Sir, having had nothing to do with the services from the very beginning of my life, I thought what I am going to say will be very harsh and out of tune. I am very thankful to my predecessor, my esteemed colleague, Dr. Sarup Singh, that he has made the same points in his own brilliant manner which I wanted to make in my own poor way.

Sir, when I think of the services—of the ICS that was and the IAS that is—I am reminded of the cruel days partition. Sir, when the country got its freedom, we the Punjabis were in the wake of partition, suffering from murders, uprooting and rapes on a very large scale. It was a holocaust. During these days I was in Amritsar, a refugee from Lahore. Before my eyes one of the great heroes of the national movement, the hero of Jallianwallah Bagh, Dr. Saifuddin Kichlew, had to be removed from Amritsar under military escort to Delhi on the intervention of Pt. Jawaharlal Nehru so that he could survive that holocaust so that in his own city he could be stopped from being stabbed by those who knew nothing about the freedom movement. And at the time when Dr. Kishlew, the lion of the Punjab, the hero of Jallianwalla Bagh had to leave his own city for Delhi, under such circumstances there was a man who was appointed the Deputy Commissioner of Amritsar. That gentleman—I would not name him—belonged to the community I belong to by culture. He had come up from a small post because when the Shahid-ganj agitation was on under the British he could be quite brutal to the Sikhs. He earned Sardar Bahadurship. That Sardar Bahadur was the first person who came to occupy the Deputy Commissionership of Amritsar and

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who reaped all the fruits of the freedom struggle, who reached the highest place, and who on retirement was for a long time on the Public Service Commission of the Punjab State. Why I say this is because this reveals in a flash what is wrong with our services and our system. Unfortunately, ultimately this freedom was bargained for. Against the express wishes of the Father of the Nation the bargain was struck and the country was partitioned. And how we suffered then we know Sir, it was not only that when the country was partitioned it was a deal that protected the rights of the ICS those who wanted to remain in India and those who wanted to go back to England. Sir, the last of them has retired only today.

After the ICS we have the IAS. There was difference only in nomenclature. The ICS were Indian Civil Servants while what we have got now are Indian Administrative servants. The outlook, the make-up, the entire process of thinking also, the classes from which these people were recruited and the types of jobs they continue to be the same. Sir, the other day I said here that even in the Police Training College at Phillaur, today after 33 years the policemen are taught the same exercises that the British taught at the time of Jallawalla Bagh—how to deal with crowds, how to beat them and how to fire on them. This is the entire steel frame of the IAS. They are the exact replica of what the British had planted here. That steel structure wanted to enslave us and to govern us.

Sir, now lots of changes have taken place in the educational system. They were all very high institutions of learning earlier. Now there are more colleges today than there were schools in the British times in those days. Now who are those people who enter the services under discussion? Who are these people? They are the product of public schools. The same

people value the public schools very much now even. We had the poor Badal with an outmoded outlook who wanted a public school in every village saying that if the city can have it why not the landlords of the villages for their children? There is the same caste division. I am not talking of the Scheduled Castes and the Scheduled Tribes. I am talking of the caste division arising from the mental aristocracy and due to the upbreeding in these public schools. I am glad to learn that Mussorie school was being mentioned for the education of these people by Dr. Sarup Singh just now. If such is the training, if such is the background, if such is the make up, naturally, such would be the product. Here we are. We have adopted a Constitution, we wrote a Preamble, we put certain Directive Principles. We then made our Preamble a little more specific: we began talking of democracy and secularism and even socialism. But these people who are running the administration, have they anything to do with a democratic outlook? Do they at all know about secularism in all its deep meanings or what it stands for? Have they any progressive orientation or outlook? How are they supposed to deliver goods for the country when they are cast in the same mould which the British had moulded in order to run this country for their own narrow interests?

4 P. M.

Sir, while I am at it, I just examined some new measures that are being taken by the UPSC. In order to improve the marking system, import a computer from the British Council. For some other purpose, to look into the large number of people who are coming, how to prune them and screen them, ask for the British Council's advice. You see, our vision is so limited that we started with the British and we are ending with the British. We cannot even go beyond the British and we model ourselves, in everything, on the British and requirements of a

developing country which has chosen a specific path, which went on to planning, which went on to founding public sector institutions have thrown up so many new varieties of jobs, so much to handle in a different way. But all this is by passed with the result that now we have people who have no commitment. Until and unless we have people who administer with commitment, we will never be able to take the country forward in any aspect. If a person is basically pro-monopoly, how will he enforce any anti-monopoly law? If a person is a scion of a landlord family and treats the rest of the family as chattel, how do you expect him to implement land reforms? I can go on and on. If a person is totally segregated from his own people, if his own people for him. बड़े साहब के लिए वह आदम ही नहीं है, इनसान ही नहीं है, how will that *bade saheb* do any good for the country? Therefore Sir, I am saying that this is one aspect of the problem and if this aspect of the problem has to be tackled, then a new syllabus has to be worked out, a new orientation has to be given, new courses have to be chalked out on which to bring up people and an absolutely new type of examination has to be conducted.

If we had come to our freedom in a different way, all those people who struggled for the freedom of the country or the man who took the flag at Jallianwallabagh and faced the firing would have been not only a Deputy Commissioner but the Head of the Punjab State and other men, lesser fry, who marched behind him with slogans would have been given position of authority in running the administration. But, unfortunately this was our lot. We inherited a lot of other bad things. Some of them we got rid of, somehow or other, too too slowly, gradually, but this thing continues to be with us. Therefore, Sir, the first

point that I am making is that if we mean good by our country, we have to forge certain weapons that will ensure that persons who have a democratic culture—I am talking of a culture—persons who have a broad, progressive, social outlook, persons who imbibe secularism within every fibre of their system, persons who have actually experienced what backwardness is—both social and economic—if those persons are brought up to administer this country, then alone this country can cope with the myriad problem that are there. Otherwise this country will sink under the impact of its own problems. Unemployment is only a part of it.

Then, Sir, actually what I find is that there were certain good aspects of that steel frame, which steel frame, was built in isolation from our people. For example, the British ICS were very unapproachable. In my very younger days, in the early thirties, I used to find that with the Deputy Commissioner of my district, Amritsar, nobody except one individual could claim to have any social say. Now, every third person, भाई या भतीजा या बाला है डिप्टी कमिश्नर का, अफसर का रिश्तेदार है।

That thing started just after the Partition. Among the people standing in a queue wanting rehabilitation chits for houses, I found in Jullundur, at least 30 of them in a queue of 100, were somehow pointing out that the Deputy Commissioner in this way or that way was related to them, and so they would get advantage over others. But that was only because of relations. The corruption that seeped in the political system, the degradation to which we have gone, the way the political parties have come to power and tried to manipulate the officials for their own narrow interests, have led to a situation where it is not that people of integrity, people who are hard-working, honest people, forthright people or people who will give their clear-cut opinion, conscientious opinion, on a file, can come up. People

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can come up if they placate the rulers that be. This thing unfortunately started a long time ago, but its worst expression came to be seen in the Emergency and those who came to power, when people revolted against the Emergency due to hatred for the Emergency regime, instead of overcoming it, perpetuated it. They were not ordained to go away in three years or so, but perhaps they had a foreboding. Instead of fighting back, they perpetuated all the negativities of using the bureaucracy for the narrow interests of a coterie in the ruling party. And now we have come to a new stage. And what is that new stage? In this new stage, instead of going back to whatever good there was earlier in the Congress under Nehru, instead of going back to what was good in the Congress even earlier than Nehru's mental make-up was inhibited by others, they are trying to go back to the worst in the past and they are trying to build up on that worst. Now all appointments—Delhi is a clear example—are dependent upon the goodwill of people who were once an extra-Constitutional authority—they may not be an extra-Constitutional authority today because they have come to Parliament but the people who have no authority in law, no authority in the way the Government is established—and they are manipulating—small fries into positions of Lt. Governors and other small fries into the highest position, and the crime rates goes up instead of coming down. That is the way how they have manipulated things. (*Time bell rings.*)

Sir, because you have rung the bell, I would say one thing, that an interesting issue has come up. In 1969, it was decided, gradually it was conceded, and then it was implemented that people can take their examinations in their own national languages. They say that the result has been that 86 per cent opt for English, 14 per cent for other languages, including 11 per cent for Hindi, and so this experiment

has failed. If for the people whom you are recruiting with the syllabi you have, the outlook you want, the foundation is the public school education, then even 90 per cent will opt for English. If we want to deliver our country from this cast-iron system, if we want to really bring out the best in our country from among the Harijans, from among the Scheduled Castes, from among the Scheduled Tribes, from among the poor—socially and economically—from among the backward people, if we want to bring real talent into Services, that talent cannot flower in English language. So it is not only essential to see that the national languages that are entered in the Eighth Schedule but even Pali and Manipuri are allowed so that people are not inhibited from lack of Public school education, they are not inhibited from being not born in aristocracy—whether landed or capitalist or bureaucratic which is now monopolizing all the big jobs. And while I am at it—I am quite conscious of the bell you rang—I would say: What do I find? I find that political interference is leading to a situation where even the Intelligence Services are demoralized—even the CBI and the IB—because today those people who entered the Services earlier and who have reached a certain stage of standing, are not sure that through honest work, through integrity, through hard work, through proper opinions that they would enter on their files, they would be able to go any further. What I am saying is that something is very very rotten at the root and that something very very rotten can only be recast if we recast the entire system, the entire outlook and if we lay down the criteria of commitment not to any ideology—least of all, to my ideology—but commitment to what is given in the Preamble to the Constitution, commitment to the Directive Principles—now that they say that the matter more than the Fundamental Rights—and the commitments to which the country is to be led.

Sir, no discussion—discussions are just formal; they relate to periods

long past—will break the cast-iron structure which is holding the country to ransom and which is not allowing the country to progress in the way it should. Something more is necessary if it has to overcome all the burdens that we are burdened with because we inherited a system from the British to which we are still hugging.

That is all I can say within the time available.

Thank you, Sir.

SHRI PATTIAM RAJAN (Kerala): Mr. Vice-Chairman, Sir, it is a good thing that the candidates who are appearing for the Civil Service Examination have got the right to give their answers in their own mother-tongue. But in the Report, the Commission has said that it is difficult to print the question papers in the regional languages. I do not find any reason why the Commission is not in a position to get all these things translated into the regional languages.

After the Independence, we have been adopting the policy of appointing better English-knowing persons to the advantageous positions. Therefore, most of such posts go to the people from the urban areas because the urbanised people get more opportunities to educate their children in the English medium institutions. At the same time those who are coming from the rural areas, especially from the backward areas, even though they are very smart and intelligent, are rejected in the appointment to such administrative posts. The convention of the Chairmen of the State Public Service Commissions has rightly pointed out this fact and has called for something being done for the job-seekers from the backward areas.

Sir, the Report has mentioned a few words about the grave situation of the unemployment in our country. The Report is only concerned with the educated unemployed youth. But the total number of unemployed is esti-

mated to be more than 60 million. The latest figure of unemployment shows that there are 14 million job-seekers in the live registers of the Employment Exchanges, who have passed Matriculation and above. Those who have not registered their names in the Employment Exchanges will come to more than that of the registered persons. According to experts there are more than 25 million educated unemployed in our country. When will these 25 million unemployed people get employment? Will the Government give an assurance that these educated unemployed can be employed? The economic policy that we have been pursuing since the Independence is the main reason for the growth of the unemployment. Some radical changes are needed in our economic policy. If we cannot eradicate the unemployment, then the Government should take the responsibility of helping the unemployed persons. The Government in West Bengal has some scheme of giving financial help of Rs. 50 per month to an unemployed of the State. The Government of Kerala has also started such a scheme. Such a scheme should be introduced all over the India as a relief to the unemployed youth of our country.

Sir, when will these unemployed youth be able to enter into a job? There is no answer from any quarter. If this present economic policy is continued, I am sure that these unemployed youth will not get employment even in 15 years or 20 years. That means that these unemployed youth will have to wait for at least 20 years for a job. Every year the number of unemployed is increasing in millions. Therefore, I would like that the upper age-limit should be relaxed and that priority should be given to those who are nearing the age-limit.

The annual income of the Commission through the application fee has been stated to be 81 lakhs of rupees whereas the expenditure comes to nearly 200 lakhs of rupees. That

[Shri Pattiam Rajan]

means that it is depending more on the Government aid. If the Government would be kind enough to provide some more fund, the application fee system can be abolished. The applications should be distributed free-of-cost. It would give relief to the job-seekers who are living in the rural and the backward areas. Many students who want to apply for some posts, do not have the money to pay for the application form. This should be abolished not only in the Union Public Service Commission but in the State Public Service Commissions also.

Then, the personality test should be done away with because it is not for the purpose of testing the smartness and the intelligence of the candidates but to select the traditional, urbanised people in the name of better English-speaking people.

Lastly, as we want a strong Centre and also we want a strong administrative set-up, we also want that our States also should be strong. If the States are not strong, then you cannot have a strong Centre. But here we find that in certain services, persons are appointed by the Central agency in State Government posts. And if they disobey the State Government, then the State Government has no power to take any disciplinary action against them. This should be changed. All those who are working in the State Government should be under the direct control of the State Government. I request the Minister to think over these suggestions and make some amendments wherever necessary.

With these words, I conclude.

श्री सवाई सिंह सिसोदिया (मध्य प्रदेश) : मान्यवर, मैं यदि गलती नहीं करता तो मेरा ख्याल है कि मेरे से पहले जिन आदरणीय सदस्यों ने अपनी

विचार प्रकट किये उन्होंने इस बारे में बड़ी चिंता प्रकट की है कि यूनिजन पब्लिक सर्विस कमीशन का सब काम और परीक्षाएं अंग्रेजी में होती हैं और यह भी कहा गया कि अंग्रेजी डोमिनेट करती है और इसका नतीजा यह है कि जो 80 फीसदी हमारे पढ़े-लिखे लोग जिनका शिक्षा का माध्यम अंग्रेजी नहीं रहता है उनका चयन नहीं हो पाता है और वे अपने अधिकारों से वंचित रहते हैं। लेकिन मैं यह देखता हूं कि यहां जितनी भी चर्चा हुई है उसमें भी अंग्रेजी ने ही डोमिनेट किया है। इसलिए मैं कोशिश करूंगा कि मैं अपनी बात, इन लोगों की चिंता आपके सामने उन्हीं की भाषा में प्रकट करूं।

सबसे पहले इस प्रश्न को मैंने उठाया इसलिये मैं इस प्रश्न के बारे में अपनी पूरी बात रखना चाहता हूं। कोठारी कमीशन की काफी चर्चा यहां पर हुई। करीब-करीब बहुत से सदस्यों ने इसका जिक्र किया। मुझे आश्चर्य होता है कि हमारे देश का लोक सेवा आयोग और जिसके बारे में यह कहा जाता है कि जो हमारा संविधान है उस संविधान के बहुत से पिल्लर हैं—विधान मंडल, न्यायालय, एक्जीक्यूटिव और लोक सेवा आयोग भी एक ऐसा ही संगठन है जिसके प्रति लोगों के मन में श्रद्धा और आस्था होनी चाहिये। माननीय मंत्री जी ने जो 1977-78 की रिपोर्ट चर्चा के लिये हमारे सामने पेश की है उसमें यह कहा गया कि हम लोग ऐसी स्थिति में नहीं हैं कि परीक्षा के जितने प्रश्न-पत्र हों उन सब का विभिन्न भाषाओं में अनुवाद कर सकें। यह बहुत दुख की बात है। आयोग को यह असमर्थता यह प्रकट करती है कि अंग्रेजी ही डोमिनेट करती है और

80 फीसदी हमारे देश के नवयुवक हैं जिनके मन में आज जबर्दस्त परेशानी है उनका समाधान करने के लिये हमारे लोक सेवा आयोग की तत्परता नहीं है. उनकी तैयारी नहीं है । उनके मन में इस बात की इच्छा नहीं है यदि मैं यह कहूँ तो अतिशयोक्ति न होगी । इसलिये मैं जोर से यह कहूँगा मंत्री महोदय से, मेरे भाई बैकटसुबैय्या काफी अनुभवी और बड़े अच्छे पालियामेटरियन हैं, बड़े अच्छे प्रशासक हैं और मैं यह भी मानता हूँ कि यह जो लोक सेवा आयोग की रिपोर्ट उनको मिली है, उत्तराधिकार में मिली है, यह उनके कार्यकाल की रिपोर्ट नहीं है । इसलिये यह जरूर इस बात को देखेंगे कि जो विचार लोग सेवा आयोग ने इसमें प्रकट किये हैं कोठारी कमिशन को मान्यता देने के लिये और उसको कार्यरूप में परिणत करने के लिये जो विवशता, जो लाचारी, जो मजबूरी प्रकट की है. आप उस मजबूरी को समाप्त करके हमारी इस बात को मानेंगे और नवयुवकों को इस बात का मौका देंगे कि वे अपनी भाषा में अपने विचारों को प्रकट कर सकें । तमाम लोगों ने इस बात की चिंता प्रकट की है कि जिनका ग्रामीण बैंक ग्राउंड नहीं होता वे आई० ए० एस० बन जाते हैं । उनके मन में दर्द नहीं होता है गांवों की समस्या के बारे में । इसी लिये असफलता मिलती है । वे ऐसे पद पर बैठे हैं जिस पर उनका विश्वास नहीं है । मैंने पहले भी इस सदन में इस बात का जिक्र किया है कि हमारे देश में नशाबन्दी लागू होनी चाहिए । आप जानते हैं कि इस नशाबन्दी को कार्यान्वयन का रूप देने के लिए आई० ए० एस० आफिसर नियुक्त किये जाते हैं जो कि खुद नशा करते हैं । ऐसी हालत में जो आदमी खुद नशा करता हो वह नशाबन्दी की

व्यवस्था कैसे कर सकता है । इस प्रकार के प्रश्नों को ऐसे लोगों के सुपुद करना कभी भी सफलता प्रदान नहीं कर सकता है और वे लोग कभी भी इसके हक में नहीं हो सकते हैं ।

वर्तमान हुकूमत से पहले इस देश में जनता पार्टी की शासन व्यवस्था रही है । उन्होंने बहुत जोर-जोर से इस बात को कहा कि हम इस देश से 10 साल के अन्दर बेरोजगारी की समस्या को निकाल देना चाहते हैं । लेकिन मुझे बड़े दुख के साथ कहना पड़ता है कि जब हम सन् 1977-78 की रिपोर्ट को देखते हैं तो हमें पता चलता है कि इस देश में करीब-करीब एक करोड़ पढ़े-लिखे लोग, जो सब प्रकार से नौकरी प्राप्त करने में सक्षम हैं, रोजगार प्राप्त करने का इंतजार कर रहे हैं । मैं तो बल्कि यह कहूँगा कि इन लोगों की संख्या एक या दो करोड़ नहीं, तीन करोड़ के लगभग है । इन पढ़े-लिखे लोगों ने एम० ए० और बी० ए० की डिग्रियां प्राप्त कर रखी हैं और वे उस सुखद क्षण की इंतजार कर रहे हैं जब उनको रोजगार प्राप्त हो सके । इन लोगों ने 10 साल में बेरोजगारी की समस्या हल करने की बात कही थी । उन्होंने अपने तीन साल के शासन काल में इस बारे में न तो कोई संकल्प सामने रखा और न ही इस बारे में कोई विचार सामने रखा । उन्होंने बेरोजगारी की समस्या को हल करने के लिए कोई योजना भी नहीं बनाई । आज स्थिति यह है कि हमारे देश में पढ़े-लिखे बेरोजगारों की संख्या दिन प्रति दिन बढ़ती जा रही है । इसलिए मैं माननीय मंत्री जी से कहूँगा कि मैं जो सुझाव उनके सामने रख रहा हूँ, उनके बारे में वे गम्भीरतापूर्वक विचार

[ श्री मवाई सिंह निसोदिया ]

करें। हो सकता है, यह विषय सारा का सारा उनसे संबंधित न हो, लेकिन वे एक बड़े अच्छे प्रशासक रहे हैं, इसलिए वे इन सुझावों को मंत्रिमंडल के सामने रखें और इस आशय के साथ रखें कि जिससे सुखद परिणाम निकल सकें और हमारे देश के नवयुवकों को शीघ्र रोजगार प्राप्त हो सके। उनके अन्दर आज जो निराशा का वातावरण है वह दूर हो सके। आज जब सदन में बेकारी की समस्या पर विचार हो रहा है तो मैं मंत्री महोदय के सामने कुछ विदेशों का भी उदाहरण रखना चाहता हूँ। दूसरे देशों में बेरोजगारी की समस्या को हल करने के लिए कुछ विशेष पद्धतियाँ अपनाई गई हैं। आस्ट्रेलिया, यूनाइटेड किंगडम आदि कुछ देशों में जिन लोगों को रोजगार नहीं मिलता है उनके लिए बेरोजगारी की अवधि के लिए कुछ विशेष प्रकार की स्कीम बनाई गई हैं। इन देशों में इस प्रकार की व्यवस्था है कि जो लोग बेकार हैं उनके लिए कम्युनिटी यूथ सपोर्टिंग स्कीम बनाई गई है। मैं चाहता हूँ कि इस प्रकार की स्कीम हमारे देश में भी लागू करने पर विचार किया जाना चाहिए। इस स्काम के अन्तर्गत जो लोग शिक्षित हैं और जिनको रोजगार नहीं मिल पाता है, उनके लिए अलग-अलग यूथ सेन्टर्स कायम किये गये हैं। इन केन्द्रों पर उन लोगों को इस प्रकार की शिक्षा दी जाती है, इस प्रकार की ट्रेनिंग दी जाती है कि जिससे उनके अन्दर धैर्य पैदा होने के साथ-साथ उनका मार्ग दर्शन भी होता है। हमारे देश में इस प्रकार की कम्युनिटी यूथ सपोर्टिंग स्कीम बनाने की आवश्यकता है। इस स्कीम के अन्तर्गत काम करने वाले नवयुवकों को समय पर काम भी मिल जाता है।

आस्ट्रेलिया में इस प्रकार की जो स्कीम है उसको मैं संक्षेप में आपके सामने रखना चाहता हूँ—

The CYSS is sponsored by the Government and run by a local committee to provide activities to help the unemployed maintain their morale while looking for work and increasing their ability to apply for jobs and to keep a job once they are successful. Besides discussion about interview techniques, personal appearance, job applications, budgeting and managing finances are also being taught to them and skills and maintenance activities are also provided. CYSS is not the total solution to the unemployment problem, but it does help ease the pressure on young people in their period of employment until they can realise their major desire to be employed like their other brothers.

इसलिए मैं मंत्री महोदय से कहूँगा कि वे इस बात को बहुत अच्छी तरह से समझते हैं कि यद्यपि यह मामला सिर्फ उनके मंत्रालय से ही संबंधित नहीं है, लेकिन जिस भी मंत्रालय से यह संबंधित हो, उन्हें इस स्कीम को लागू करने के लिए गम्भीरतापूर्वक विचार करना चाहिए।

दूसरी बात मैं मंत्री जी से कहना चाहता हूँ कि यह बड़े आश्चर्य की बात है कि हमारा जो मसूरी का आई० ए० एस० ट्रेनिंग स्कूल है वह अभी तक अपने पुराने ढाँचे के अनुसार ही चल रहा है। संसद् सदस्य के रूप में हमारी संसद् के सदस्यों के साथ कुछ वर्ष पूर्व मुझे वहाँ जाने का अवसर प्राप्त हुआ। मैंने यह उत्सुकता के साथ जानने की कोशिश की कि मेरे प्रदेश, मध्य प्रदेश से कितने आई० ए० एस० लोगों का, नवयुवकों का सलेक्शन हुआ है और मुझे यह जानकर दुःख हुआ कि हमारे देश का सबसे बड़ा प्रान्त जो मध्य प्रदेश है वहाँ से एक नवयुवक वहाँ था। मैं किसी प्रान्त का नाम नहीं लेना चाहता। परन्तु एक बहुत छोटा प्रान्त है वहाँ के 14 युवकों का सलेक्शन हुआ था। आखिर कार हम इस तरह की गम्भीर

स्थिति का मुकाबला कैसे कर सकते हैं। सबसे बड़ा प्रश्न यह है कि उनका माध्यम नीचे से लेकर युनिवर्सिटी स्तर तक हिन्दी होता है और उन्हें बड़ी मुश्किल होती है इंग्लिश में अपने विचारों को प्रकट करने में। इसलिये उनका सलेक्शन नहीं हो पाता है। उनका रहन-सहन और आचार-विचार इस तरह के होते हैं कि वे कम्प्यूट नहीं कर पाते हैं। जिनकी शिक्षा-दीक्षा पब्लिक स्कूलों में होती है वे ही बाजी मार लेते हैं। आखिरकार इस समस्या का समाधान करने के लिये आप कुछ कदम उठाएँ और इस बात का प्रयास करें जैसे कि स्वरूपसिंह जी ने कहा कि जो यूनिवर्स पब्लिक सर्विस कमीशन के रूल हैं वे इस प्रकार के रूल हैं जिसके कारण ग्रामीण क्षेत्र के लोग लायक होते हुए भी नहीं आ सकते हैं। मेरा निवेदन है कि वे रूल किसने बनाये? वे पत्थर की लकीर नहीं हैं जो उनको बदला नहीं जा सकता। जो ऐसी सेवाओं के लिये रूल एवं कानून हैं यदि जन-हित में आवश्यक हो तो उसमें परिवर्तन होना चाहिए। इस प्रकार के परिवर्तन के लिये मैं कुछ सुझाव देना चाहता हूँ। जो बैकवर्ड और पिछड़े हुए प्रान्त हैं जहाँ के पिछले दस साल के आंकड़े आपके पास मौजूद है, जहाँ लोगों को आगे आने का मौका नहीं मिलता है, आई० ए० एस० की परीक्षा में सलेक्शन नहीं होता है, उसके लिये कुछ सीट रिजर्व रखें। अगर आप उनके लिये सीट रिजर्व नहीं रखेंगे कि इन-इन प्रान्तों में से 5 आदमी या इतने आदमी हर प्रान्त में जो योग्य पाये जायेंगे, लिये जायेंगे, ऐसी व्यवस्था जब तक आप नहीं करेंगे तब तक पिछड़े इलाके के लोगों को आगे आने का मौका नहीं मिलेगा।

महोदय, मैं दो-तिन बातें और निवेदन करना चाहता हूँ। कोठारी कमीशन के बारे में मैंने कहा कि इसको कार्यरूप में परिणत करने के लिये आपको पूरी तत्परता के साथ कदम उठाने चाहिए। यदि आवश्यक हो तो उसके लिये बजट में प्रोविजन करना

चाहिए। इसके लिये कोई बहाना करना ठीक नहीं है।

दूसरी बात मैं आपने सामने यह कहना चाहता हूँ कि डिपार्टमेंटल परमोशन जो होता है उस बात की मैं चर्चा करना चाहता हूँ। जनता पार्टी के शासन में हम लोगों ने यह देखा कि लोक सेवा आयोग जो संगठन है उसमें पार्टी के आधार पर चयन हुए हैं। यह नहीं होना चाहिए। उसमें पार्टी-पोलिटिक्स का प्रभाव नहीं होना चाहिए। लेकिन मैं ऐसे उदाहरण माननीय मंत्री जी के सामने रखना चाहता हूँ कि पिछले दो सालों से मध्य प्रदेश में इस बात की कोशिश की गई। जनता पार्टी शासन में उन लोगों के नाम सलेक्शन लिस्ट में, परमोशन लिस्ट में सम्मिलित करके भेजा जिनके खिलाफ डिपार्टमेंटल इन्क्वायरी करेणन के आधार पर चालू थी। नियमों के अनुसार जिसकी उम्र 52 वर्ष हो या इससे अधिक हो, परमोशन के लिये उसके नाम पर विचार नहीं हो सकता। लेकिन ऐसे दस आदमियों को उसमें शरीक किया गया जिनको दो साल के बाद रिटायर होता था और जो नियम के सर्वथा विरुद्ध है। पिछले सालों जो लिस्ट बनाई गई उसमें ऐसे लोगों को शरीक कर दिया जो जूनियर थे और जिनके खिलाफ डिपार्टमेंटल इन्क्वायरी चल रही थी, जिनकी सी० आर० ठीक नहीं थी, ऐसे लोगों को भी पोलिटिक्स के आधार पर, अपनी विचारधारा में विश्वास रखने वाले लोगों को जनता पार्टी ने इसमें सम्मिलित करने की कोशिश की। मैंने पहले भी इस सदन में कहा है कि यह बहुत बड़े दुर्भाग्य की है हमारे देश के लिये कि हाई कोर्ट के जज की पोस्ट पर भी आर० एस० एस० के लोगों को नियुक्त करने की कोशिश की गई। आई० ए० एस० के पद पर भी यदि इस प्रकार के लोगों की नियुक्ति होगी जो कि एक विशेष विचारधारा में विश्वास रखते हैं तो वह देश के लिये सबसे बड़ा दुर्भाग्य का दिन होगा। उनके हाथों आम जनता की संहत

[ श्री सवाई सिंह सिसोदिया ]

का कोई भी काम सफलतापूर्वक नहीं चल सकता। इसलिये मैं माननीय मंत्री जी से आग्रहपूर्वक निवेदन करना चाहूंगा कि वे इन बातों पर गंभीरता से विचार करें। यदि हम केवल 1977-78 की रिपोर्ट को यहां पर प्रस्तुत कर देंगे इसी प्रकार फिर 1978-79 की रिपोर्ट रखेंगे और हमारे इन बिचारों को सुन करके आप केवल विनयता जाहिर करें कि हमारे पास धन का प्रोविजन नहीं है, हमारे सामने कुछ कूलर्स बाधक हैं, हमारी कुछ कानूनी मर्यादाएँ ऐसी हैं जिसकी वजह से हम इस नहीं कर पा रहे हैं। यदि आप यह सोचते हैं और इस बात पर एकीकृत रखते हैं तो गांव के लोगों को, जिनका रूल बैकग्राउंड है उन लोगों को आई.०.ए.०.एस.० के सेलेक्शन में मौका मिलना चाहिए और इन परीक्षाओं में सफल होने के लिये उनकी मदद की जानी चाहिए तो आपका इस ओर तत्काल ध्यान देना चाहिए। महोदय, अब वह समय आ गया है जब हम इस चीज को नज़रअंदाज करने की कोशिश न करें। निश्चयपूर्वक आज जब कि हमारे इस देश में आत्मी इंदिरा गांधी का प्रभावशाली नेतृत्व है उस समय इस तरह का कोई रुकावट नहीं आना चाहिए। वे भी हमेशा चिन्तित इस बात के लिये रहती हैं कि किस तरह से ग्रामीण युवकों को जो कि देश के 80 फीसदी लोग हैं, उनको आगे बढ़ाने का मौका मिलना चाहिए। हमको हर दिशा में, हर काम में, हर गतिविधि में 80 फीसदी लोगों को आगे बढ़ाना है तो 80 फीसदी लोगों को आगे बढ़ाने के लिए जिन-जिन नियमों और कानूनों से बाधा आती है उनको हटाइये और एक ऐसा वातावरण मुक्त में बनाइये। उन तमाम नवयुवकों के मन में विश्वास पैदा कीजिए जिनके मन में हाहाकार है, निराशा का वातावरण जिनके सामने है, उनके मन में विश्वास पैदा करने का इससे अच्छा सुअवसर कोई नहीं हो सकता। इसलिए आपका यह संकल्प होना चाहिए कि

नियमों और विधि में परिवर्तन करने की व्यवस्था करें। कोठारी कमीशन ने जितनी सिफारिशें की हैं जो उन लोगों को आगे बढ़ाने में हितकारी हो सकती हैं उन सब को अमली रूप देने में सहायक होंगे। बहुत-बहुत धन्यवाद।

SHRI GHANSHYAMBHAI OZA (Gujarat): Sir, we had the advantage of hearing the speeches, very nice speeches, of two friends. One of them has seen the working of the Public Service Commission from within—Dr. Sarup Singh and Shri Shahabuddin who was also himself a civil servant. They have thrown a lot of light on the working of the Public Service Commission, what are the shortcomings and what improvements should be made in the working of this institution. Sir, I had also occasions to see the working of the Public Service Commission from different positions. Sir, we all accept that in a parliamentary democracy, Civil Services occupy a very important position. Therefore, the fathers of the Constitution have enshrined the provisions about the Public Service Commission in the Constitution itself. Without minimising the importance of other institutions like the Judiciary, I would put utmost emphasis on the institution of Civil Services, particularly because now we see, in the political system of this country, Governments come and Governments go. It was happening at the State level. Now it has been happening at the Central level also. In that context particularly, the need of the country is very strong Civil services, otherwise I do not know what is going to happen to us.

[The Vice-Chairman (Shri Swai Singh Sisodia) in the Chair]

What are the instruments with us to develop this country? We collect crores of rupees, through Direct and Indirect Taxes, from people through the Civil Service. And we spend them also through the Civil Service. Therefore, it is highly necessary, and it should be the concern of all of us,

irrespective of the party to which we belong, to see that the Civil Service is doing its duty independently, boldly and honestly. Over these years, what is the spectacle that we see around us. I do not blame any political party for this. But I am inclined to say that we politicians—mind you, no friend may take objection from the other side of the House—we politicians over these years have demoralised the bureaucracy, the Civil Services. Even now we hear in this very House what amount of interference we are indulging in day in and day out in the working of the Civil Services. We do not allow them to discharge their duty independently and properly. We bring in all sorts of influences on their decisions at every level. What is the result? The result is that in spite of our spending crores of rupees, we do not get adequate return. And who is suffering? The poor people of this country. That is why I put the utmost emphasis on strengthening our Civil Services. Sir, I know that the Public Service Commission is trying to be as vigilant as is possible within its purview. I know the limitation under which they have to work. Left to themselves, they can exercise very independent judgement on so many things. Their working is also circumscribed by various interpretations that have been put. My friend, Mr. Shahabuddin, made a very relevant point. It is said that you must go to the Public Service Commission for promotions and transfers. But there is an ambiguity. A dialogue is going on between the Public Service Commission, and the Government that for promotion, they need or need not go to the Public Service Commissions. My friend suggested that if you put just a comma after the word 'promotion', it may be possible. It is the Chairman of the State Public Service Commissions and the Union Public Service Commission who make suggestions to the Government. One of the suggestions about promotion and this point is made out in most of the conferences. For ex-

ample, it is said at page 139 of this Report:

"The Conference noted that at the Centre and in most of the States the Commissions were associated with all promotions and that the Departmental Promotion Committee, were presided over by the Chairman or Member of the Commission. The Conference suggested that the same procedure should be adopted in States where it was not already in force.

It was also considered that the ambiguity regarding the implication of sub-clause 3(b) of article 320 of the Constitution should be removed so as to make it clear that the Commissions are required to be formally consulted in all cases of promotions."

This is a unanimous resolution adopted by the Chairman of all the State Public Service Commissions. Well, the Government is not paying any heed to it. The people are getting suspicious. As I said in the beginning, we politicians are directly and indirectly demoralising our administrative services. These promotions become a source of nepotism and what not. Therefore, I hope that the hon. Minister will take the first opportunity to see that this ambiguity which is being pointed out from time to time by the Conferences of the Chairmen is eliminated.

There is another point which is being made at these Conferences:

"The Conference felt that it was anomalous that while additional powers can be conferred on the Commissions only by legislation enacted by Parliament or State Legislative Assembly, exclusion of matters from the purview of the Commission can be done by means of regulations issued by the President."

If you want to confer more powers on the Commissions, you must go to the legislature. If you want take the powers excluding certain things from the purview of the Commission, you

[Shri Ghanshyambhai Oza]

need not go to the legislature. Is it the way of treating the Public Service Commission? As I said in the beginning, unless we make them fearless assuring them that justice will be rendered to them and no other consideration will be there in the working of the Commission, we cannot have the type of service we need so badly. What is happening today? If we look around, we are simply disgusted and disappointed. So many friends have made that point. As I said I have had occasions to see the working of the civil services from different position. I have in my memory a very sad incident. One IAS officer was present at a party in which a prohibited item was being served. There was restriction on serving a particular item because of draught conditions. The Collector happened to be present in that feast. He immediately pointed out to the politicians that that item could not be served because it was prohibited. The politicians, in their arrogance said, "Oh, He will go on speaking. You go or serving. We will enjoy the feast." The Collector, an young, honest man thought how could he be a party to this, and he walked out. Going to his residence, the poor fellow was in great agonies. He said to himself, "I see a crime committed in my presence. And why should I be feeling so helpless." So, he came with two *panchas*, two witnesses and took out a *panchnama* and raided the party and filed a case that this was in violation of the Restrictive Order. What happened is a very sorry tale. All the politicians took up cudgals against that officer. They had not only seen to it that ultimately—I purposely use that word 'ultimately'—the case was withdrawn against the politicians and they insisted that this Collector should be degraded and punished. But there was no relevant evidence to see that he was punished. Therefore, the poor fellow, the IAS officer of whom we can be very proud was transferred to a district comprising of only one *tehsil*.

SHRI L. R. NAIK (Karnataka): I hope you were not the Chief Minister then.

SHRI GHANSHYAMBHAI OZA: It was a long story. It was one of the reasons why I resigned. You will be glad to know that. This is the way in which the politicians are working. The things about which we should feel proud, about the bureaucrats' working day in and day out, we find fault with the officers. But have we ever cared by our behaviour and by our demeanour to set a good example before them, by not interfering I used to tell them: "Look here. You have got a right of judgment. Even judgements of High Court are reversed by the Supreme Court. Your discretion must be properly utilised. It must be thoroughly honest. No other things should motivate you to come to that decision. You must be industrious. You must be honest. Don't worry whether it is a correct decision or not because even the High Court judges err and their judgements are reversed by the Supreme Court." But Sir, how to instil this thing when all of us at every level complain? It is also complained in this august House. Mr. Kulkarni complained and so many others also complained. And, Sir, you also complained. Then, how do we expect the Services to behave in the best possible manner and in the larger interest of the country? Therefore, all of us, irrespective of the party to which we belong, should come together and see that the Services discharge their duties boldly, independently and honestly. And that we can do only by laying down a behaviour pattern which they can follow. If the fingers can be pointed at us that we are not free from corruption, the Services will say, "All right. You are making lakhs and crores of rupees and we are making thousands." If you don't believe in discipline, then how do you expect them to be a disciplined service? If you indulge in insubordination, etc. how do you expect them to be highly disciplined and efficient?

**SHRI L. R. NAIK:** It is not the fault of the politicians alone. The fault lies with the corrupt services also, who join the corrupt politicians and together they loot the public. And they are responsible for the havoc that has been caused in the country.

**SHRI GHANSHYAMBHAI OZA:** It is right. It is a two-way traffic. (Interruptions) But who started it? At the dawn of freedom, I remember, the Services were absolutely afraid of this. But they found within a year or two that these people were also of the same kind. That is why I said that it is a two-way traffic. But the initiative has been taken by us. Therefore, we have to take the initiative in laying down a good procedure before it is too late if you want democracy in this country. Don't go by the letter of the Constitution. Every now and then you are quoting the letter of the Constitution. But the spirit of democracy? We see only inherited the forms of democracy, the Legislature, the question hour, the budget and all that. But where is the spirit of democracy? We see only the forms of democracy everywhere around us. But the spirit, right from the top to the bottom, is lacking. It is not the way of running a democracy in a poor country and wasting crores of rupees. Poverty is there. You know how many people are there below the poverty line. And how are you going to alleviate their lot unless we set a pattern of behaviour before them? Therefore, at the time of dawn of freedom Gandhiji said it is not tons of sermons but an ounce of practice that is needed. But here it is only tons of sermons and not an ounce of practice. The politicians should be awakened to this position as early as possible. Otherwise, I see very dark days ahead. Do you know what is happening in the public sector? It is stinking with corruption. Take any public sector organisation. Read any report and you will see this thing. The National Book Trust is like this. The other day I was reading the NCERT report. What is hap-

pening here? So much of wastage. (Time bell rings). The Food Corporation of India is known as the Food Corruption of India. Crores of rupees are going waste. We are not vigilant. What example are we setting before them? Therefore, let us start, all of us combined, and create a consensus according to which we can run this democracy in this poor country. Thank you very much, Sir.

**SHRI K. K. MADHAVAN:** Sir, at least on one account I feel that this House is not entitled to have a discussion on this subject because we do not know what relevance it has. I have been fighting from the day I was sworn in this House to make the question hour really a question hour but unfortunately the thing is that every question is a speech and every supplementary question is a supplementary speech. I will be completing nearly four years and this is the experience that I have had. Has this House been relevant at least in Question Hours? I am sorry, we have not been.

**THE VICE-CHAIRMAN (SHRI SAWAISINGH SISODIA):** Now, please come to the relevant point. (Interruptions).

**SHRI K. K. MADHAVAN:** Sir, this is the most relevant point. The relevant point is the dignity of the House and the responsibility, decency and decorum of the Members.

Sir, it was disappointing to me that a very important Member, who is supposed to be an authority on the subject, the learned Doctor, who is a former Member of the Union Public Service Commission, did not go through page 54 of the Report. He was saying that in the case of Scheduled Castes and Scheduled Tribes the quota has been almost fulfilled. Sir, I am quoting. At page 54 it is said...

**DR. SARUP SINGH:** I am afraid I did not say that at all. I said, it can be.

**SHRI K. K. MADHAVAN:** Let us see the facts. At page 54 it is said:

[Shri K. K. Madhavan]

53 officers belonging to Scheduled Castes/Scheduled Tribes were recommended for officiating promotion against 231 reserved vacancies by the Departmental Promotion Committees, i.e. DPC. That is the position. In other cases also it is the same thing. Is it because of the dearth of proper persons? No, it is not. The trouble is that there is an article in our Constitution, article 335, where it is stated, "consistently with the maintenance of efficiency of administration". Who is to decide whether a particular candidate is efficient for the administration? The person sitting at the interview table decides it. And, who are the persons sitting at the interview table? Interview is one of the methods to defeat this reservation and selection. This is one of the methods.

Sir, I may be permitted to quote something appearing in a very recent book. The book is on the latest parliamentary elections in India, published in the year, of course, 1980. I do not want to mention the name of the book, because I do not want to give an undue publicity, because that may not be proper on my part. I quote: "However repulsive it may appear to some but nevertheless it is a sound social fact that caste is class in India and no social change can take place in our society unless those who are instrumental to bringing about such a change belong to these masses." Sir, by the expression 'masses' I mean the under-privileged people, the down-trodden people, the weaker sections of the people, for whom the benefit of reservations is meant in the Constitution. But has the State come up to that? It has not. The position at least is that during the last few years, reservation in services has become a very controversial question. It may not be a pleasant thing to say that. But the fact is that it has become a really controversial question. People think that the Scheduled Castes and the

Scheduled Tribes are now the privileged people. Certain people have taken to brand these people as the Brahmins in the present-day politics. Sir, there is a well-concerted, ill-conceived, engineered and organised propaganda, both in the Press and among the authors and also the so-called academicians, or whom I have the least respect ...

DR. SARUP SINGH: Thank you very much.

SHRI K. K. MADHAVAN: I can quote instances, but there is not time. They say that it is high time that these reservations for the Scheduled Castes and Scheduled Tribes were scrapped... (*Interruptions*). Don't disturb me, my lady. This is the position. I am not surprised.

THE VICE-CHAIRMAN (SHRI SAWAISINGH SISODIA): Mr. Madhavan, why are you disturbed?

SHRI K. K. MADHAVAN: I am not worried; I am not surprised because I do not take pride in our Indian culture. What is our Indian culture? The Indian culture had at the outset preached *Advaita* and practised untouchability simultaneously. That is the unique character of our culture and civilisation. Can we boast of it? I am speaking the truth. You don't know what Hindu society is. I know what it is. I was born an untouchable.

Sir, the real truth is this. Who governs the country now? That has to be gone into. It is governed by these people, the persons who were mentioned in the book which I read just now. Bureaucracy is none other than the upper castes in India. I do not think I could ever subscribe to the view that one has necessarily to become a revolutionary because one is born in the low caste; at the same time I do not believe that one need necessarily be a reactionary because one is born a Brahmin. It is only the enlightened human being that can deliver the goods, men from all

communities. But what are the prevailing methods? I am again quoting from another book. The book is not with me now, but I got the relevant parts from the book typed. It is a very recent book. The title of the book is "Caste Reservation in India". The author has managed to get a foreword to the book written by the Chief Justice of a High Court. I am quoting...

SHRI B. D. KHOBRAGADE (Maharashtra): Who is the author?

SHRI K. K. MADHAVAN: The Chief Justice of a High Court has given a recommendation. (*Interruptions*) I know when to say and what to say. The Chief Justice of a High Court, with the High Court emblem inscribed thereon and printed, has said. I quote:

"I am indeed happy to say a few words about this book."

It is dated November 19, 1979, the date of the Foreword. He says:

"I have had occasion to glance through portions of the manuscript. He has treated—

(of course, the author)—

...the various aspects of the subject in an analytical and well-classified manner. He has dealt with many intricate, vexed issues lucidly. The concept of reverse discrimination...

I underline these words 'reverse discrimination'.

has been adequately explained."

Now, there is a recommendation:

"I am sure, this book will make a place of honour for Judges and will adorn the libraries of lawyers, public, and public men alike."

This Foreword was written by no less a person than Mr. Satish Chandra, the Chief Justice of the Allahabad High Court. Of course, I can understand about the Allahabad High

Court. Everything comes from there, right from the invalidation of Mrs. Indira Gandhi's election. I will give you the name. Now, the author in his Preface says. This is much more curious. I quote the author.

THE VICE-CHAIRMAN (SHRI SAWAISINGH SISODIA): Mr. Madhavan, the time allotted to you...

SHRI K. K. MADHAVAN: This is very interesting, because, nobody else can quote it.

SHRI B. D. KHOBRAGADE: He is dealing with important points.

SHRI K. K. MADHAVAN: I quote the author:

"The subject is engaging the attention of the nation at present. The Backward Classes Commission which has been set up by the Government of India to probe the conditions of socially and educationally backward classes, is seized of the problem. In the Supreme Court and in State High Courts, various petitions challenging the reservation scheme under the Constitution are pending. I hope, a study might prove useful to the members of the judiciary..."

Of course, to the Chief Justice of the Allahabad High Court also.

"...and to the Legislatures in India and to all those who are interested in preserving and promoting the strength of the institutions of liberty and justice."

This is a reactionary book. This is a condemnable book. An academician who has no sense of justice has misrepresented things, with a bias against the Scheduled Castes and the Scheduled Tribes and this book has been recommended by the Chief Justice of the High Court. I do not know what will happen to the writ petitions that are coming up before him and his colleagues. In recent days, we have come across Judges who surrendered their dignity before persons, at the reins of office of the executive. They have surrendered their noble

[Shri K. K. Madhavan]

dictum "FIAT JUSTICIA RUAT COELUM". They have sacrificed their noble principles.

Coming to the report, I say, there are so many methods by total denial of reservation in defence services; then, by rejection of applications; fixing impossible qualifications like experience and so on for the Scheduled Castes; personality tests against them; nature of questions, impossible and difficult questions; all these things are there. The other methods are: recruitment by interview, promotion by transfer, deputation, re-employment, *ad hoc* and temporary appointments, all these have no reservation. It has been condemned by this Report. These are all surreptitious methods. Has the Government done any justice to this Report? The UPSC itself have not done justice to their work and the Government have also not done justice to this Report. This is eloquent testimony to the serious injustice that is done to the Scheduled Castes and the Scheduled Tribes. Even now after 32 years, in spite of the 15 per cent reservation for the Scheduled Castes and the 7½ per cent reservation for the Scheduled Tribes, the quantum of reservation is less than 25 per cent of what is reserved. This is all because the people who are expected to implement reservation are not interested in implementing, rather they are interested in not implementing it.

श्री नागेश्वर प्रसाद शाही (उत्तर प्रदेश): श्रीमन्, मैं डा० स्वरूप सिंह जैसे विद्वान के बोलने के बाद और जो चीजें इस रिपोर्ट के बारे में सदन के सम्मुख आ चुकी हैं ज्यादा नहीं कहना चाहता। एक दो बातें कहकर ही मैं अपनी बात समाप्त करूंगा।

पहली बात तो यह है कि राज्य के सेवा आयोग के सदस्यों की नियुक्ति के बारे में जैसा डा० साहब ने सुझाव

दिया, उनकी नियुक्ति के सम्बन्ध में उस तरह का कुछ परिवर्तन होना चाहिये, जैसा कि हाईकोर्ट के जजों की नियुक्ति के सम्बन्ध में व्यवस्था है। हाईकोर्ट के जजों की नियुक्ति सुप्रीम कोर्ट के चीफ जस्टिस की सहमति से होती है। उसी तरह की व्यवस्था अगर राज्य के सेवा आयोगों के सदस्यों के बारे में हो जाये और उनकी नियुक्ति केन्द्रीय सेवा आयोग के चेयरमैन की सहमति से हो तो इतना सुधार आ जायेगा कि जो शिकायतें अप्रोच की और प्रेशर की होती हैं वह बहुत हद तक समाप्त हो जायेंगी। श्रीमन्, मुझे और राज्यों की तो जानकारी नहीं है, लेकिन उत्तर प्रदेश के सेवा आयोग के बारे में जानकारी है। वहां के सदस्यों की नियुक्ति के बारे में पिछले 15-20 सालों से, और विशेष रूप से दो तीन शिकायतें होती रही हैं। एक तो यह कि उनमें कुछ लोगों की नियुक्ति जाति के आधार पर हो जाती है। दूसरी चीज यह कि सर्विसेज के रिटायर्ड लोगों की नियुक्ति, रिटायर्ड आई० सी० एस० या रिटायर्ड आई० ए० एस० के ऐसे लोगों की नियुक्ति होती है जो अपनी ईमानदारी के लिये मशहूर नहीं हैं बल्कि जो, यदि क्रूर शब्दों में कह दें तो, जो अपनी फ्लैटरी के लिये मशहूर हैं। ऐसे आई० ए० एस० आफिसर्स जो अपने सेवाकाल के दौरान मुख्यमंत्री या गृह मंत्री की "आफ दि वे" जाकर सर्विन करते हैं और विभिन्न प्रकार से उन्हें प्रसन्न करते हैं, ऐसे रिटायर्ड लोग रिटायर होने के बाद अपनी पुनः नियुक्ति का रास्ता तैयार करते हैं। और अंत तक ऐसे ही रिटायर आई० ए० एस० आफिसर्स की नियुक्ति होती है। मैं तो यह निवेदन करूंगा कि सेवाकाल में अगर नियुक्ति हो तो ज्यादा अच्छा है। जो आई० ए० एस० आफिसर्स हैं और सेवा में रत हैं उसकी सर्विस चार

पांच साल बाकी है और अपनी ईमानदारी के लिये मगहूर है तो उसको नियुक्त किया जाये और तब तक के लिये नियुक्त किया जाये जब तक उसका सेवाकाल बाकी है। ऐसा होने पर वे ज्यादा ईमानदारी से काम करेंगे। लेकिन अगर रिटायरमेंट के बाद उनको पुरस्कार दिया जाता है तो स्वाभाविक है कि जिस नेस के कारण उनको पुरस्कार मिला उस अब्लीगेशन को, उस अप्रोच को या उसको प्रेशर कह लीजिये वह इन्फोर नहीं कर सकता, टाल नहीं सकता।

श्री सीताराम केसरी : हिन्दी और अंग्रेजी दोनों में बोल रहे हैं।

श्री नागेश्वर प्रसाद शाही : हा, सीताराम केसरी जी, हम समझते हैं हिन्दी, अंग्रेजी, फारसी और दूसरी भाषाओं के शब्द जितने ज्यादा आये उतना ही अच्छा है। हम वैसी हिन्दी नहीं चाहते जिसे लोग समझ न सके।

श्रीमन्, मैं निवेदन कर रहा था कि कोई ऐसी व्यवस्था होनी चाहिये जिसके द्वारा राज्य के सेवा आयोगों के सदस्यों की नियुक्ति की व्यवस्था में सुधार हो सके मैं नाम नहीं लूंगा लेकिन इतना जरूर कहूंगा कि ऐसे लोग नियुक्त हुये हैं लोक सेवा आयोग में जिनके बारे में, जिस समय वे सर्विस में आये थे तभी से हर तरह की शिकायतें थीं। अब अगर ऐसा व्यक्ति ऊंगी कुर्सी पर बैठेगा वह क्या करेगा। अभी तक मैं कह सकता हूं कि केन्द्रीय सेवा आयोग के बारे में इस तरह की कोई शिकायत नहीं है अगर हो तो मुझे कोई जानकारी नहीं है।

श्रीमन् इस रिपोर्ट से जाहिर है कि इस तरह की महत्वपूर्ण संस्थाओं में जिसे केन्द्रीय सेवा आयोग या यू० जी० सी० है इनकी रिपोर्टों को सरकार विशेष

महत्व नहीं देती है। इनके सुझावों को सरकार विशेष महत्व नहीं देती है, इसका एक प्रमाण यह है कि इनकी रिपोर्टें संसद् के सामने विचारार्थ दो साल तीन साल के बाद प्रस्तुत की जाती हैं। इसलिये मेरा निवेदन है कि यदि सेवा आयोग के सदस्यों की नियुक्ति की व्यवस्था में सुधार हो जायेगा तो जितनी शिकायतें सेवा आयोगों के बारे में होती हैं उनको बहुत हद तक कम किया जा सकता है। एक बार अस्थायी उत्पन्न हो जाने पर उनके संबंध में जब यह विचार बन जायेगा जनमत का कि विग्रोड अप्रोच है विग्रोड प्रेशर है तो मेरा ख्याल है कि जनता का विश्वास उनमें आयेगा। कुछ लोगों में वह भ्रांति है कि वहां अप्रोच चलती है तो अगर ऐसी व्यवस्था हो जाये नियुक्ति के संबंध में तो भ्रांतियां बहुत हद तक समाप्त हो जायेंगी और उनका स्थान बहुत ऊंचा हो जायेगा। जनता में विशेषकर अपने ग्रेजुएट्स है जो आई एं एस, आई पी एस, पी एं एस की सर्विसेज में जो बैठते हैं उनके मन में जो भ्रम पैदा हो जाता है कि यहाँ सिफारिश चलती है तो वह बहुत हद तक कम हो जायेगा। उनकी स्वयं की शक्ति जो अप्रोच लगाने में, सिफारिश लगाने में खर्च होती है वह भी बच जायेगी। श्रीमन्, इन शब्दों के साथ क्योंकि बहुत से विद्वान मित्र बैठे हुए हैं मैं अधिक समय न लेकर यहीं समाप्त करता हूं। धन्यवाद।

PROF. SOURENDRA BHATTACHARJEE (West Bengal): Mr. Vice-Chairman, Sir, much has been said regarding the way the Union Public Service Commission tends to favour the privileged, not because of its own fault perhaps, but because of the system prevalent, and how it acts to the detriment of the understanding to me the real problem lies in the fact that independence in our country did

[Prof. Sourendra Bhattacharjee]  
not bring about any new ethos, any new value because it was the outcome of an unholy compromise between British imperialism and our the then national leaders, in direct-subversion of the spirit of our national struggle under whose impact British imperialism was trembling in the post-second world war stage. We are all aware of it. The result of this unholy compromise was that the British imperialism which was tottering at that time could leave the country secure in the belief that they were withdrawing from the role of direct rulers but spiritually they would stay on. And actually in the administration in independent India the spirit of the days of imperialism has stayed on. The white bureaucracy, as we know, was replaced by brown bureaucracy. Now the fault lies with the system and if the system that has been allowed to prevail is futile to expect that a new working of the U.P.S.C., working within the four corners of the system, will be able to bring about a miraculous change. Now that is by way of a remark on what has been said regarding this aspect of the thing. Now I would like to make out a few points regarding certain other things.

Sir, in our Constitution the right to work has not been acknowledged. It goes to the credit of the left parties to get it accepted because none of the major parties agreed to it in recent amendments to the Constitution.

The next second step is manpower planning. Now while the report under consideration is a much back-dated report on 1977-78, it is a lamentation that the actual quantum of vacancies is not notified to the Union Public Service Commission. When examinations are held, the Commission is not able to notify what would be the number of vacancies. I regret to say that in spite of the recognition of the fact that there should be manpower planning there is no indication of the awareness of this fact in

the performance of the various Ministries in this regard. My suggestion is this: In West Bengal we have seen that a comprehensive employment policy has been framed by the Left Front Government. There, the live register of the employment exchange is being used for providing employment. Precedence is to be given according to the enrolment in the register of the employment exchange. My submission would be that the Government should apply its mind to this aspect, and also the UPSC, whether a total computation of the vacancies arising in a particular area is possible to make and whether the live register of the employment exchange can be utilised for the purpose of offering employment to the unemployed. If that is done—that can be done—much of the accusations arising out of random employment—undue patronage and nepotism, all these complaints—may go. I do not suggest that nothing like it is in existence in West Bengal or whether it has been perfected, but I would say that a step in the right direction has been taken and it is worth emulating all over the country and it would show the earnestness of the powers that be to deal effectively with the problem of unemployment. So I would suggest that the live register of the employment exchange should be taken as the basis in matters of recruitment, recruitment even through examination.

Another problem which this report raises is the problem of *ad hoc* appointments which are made without obtaining permission from the UPSC or from Public Service Commissions. This is a sure way of patronage. This *ad hoc* appointment is a way of back-door employment. This should be stopped. It has been seen that repeated reminders and warnings from the UPSC have not been able to remove this practice. The Government should assure the House that they would take earnest

measures to minimise the number of *ad hoc* appointments and to ensure that no *ad hoc* appointments are made except with the approval of the Union Public Service Commission.

This current report of the Union Public Service Commission further refers to delays and irregular appointments, and a long list has been given why such things have been made. That is another source of nepotism. The Minister of State for Home Affairs should assure the House that this defect would be removed.

THE VICE-CHAIRMAN (SHRI SAWAISINGH SISODIA): Please try to finish.

PROF. SOURENDRA BHATTACHARJEE: I will be finishing, Sir.

The suggestion given by different Members to relax the upper age limit in view of acute unemployment is a very worthy proposal and should be seriously considered by the Government.

Another point which has been brought to our notice is relating to some organisational deficiency, perhaps of the UPSC and that is, publication of the examination results is not as prompt as it should be. It has been pointed out that examination results of the previous examination are not published before the notification for the next examination is made. Consequently examinees are harassed. They have to submit their fees once again. So, steps should be taken to publish the examination results through Gazettes or through *Employment News* and, at the same time, steps should be taken to inform the examinees of the results of both the UPSC examination and the Staff Selection Commission examination. Another aspect which has been brought to our notice is regarding the all-India services regarding the quota system. In respect of the State cadres there is a rule that there will be 50 per cent insiders and 50 per cent

outsiders. But there are instances when 50 per cent recruitment has been done but in the matter of giving appointment to 50 per cent within the State, these appointments have not been made. This is an imbalance which should be removed. The idea, perhaps, of that quota system is to ensure that a particular State is served by those who know the State very intimately. If this is not adhered to, that would defeat the purpose itself. The rule in this regard is a bit cumbersome and it should be more straightforward and should be applied in a manner that it serves the interests of the State.

SHRI SANTOSH KUMAR SAHU (Orissa): Mr. Vice-Chairman, as per Article 323(1) this report is presented to the House and we have a chance of discussing it.

Sir, while going through the report, we find—as the hon. Members are all aware—that the main problem, that is, the task of personnel selection and manpower management, has become a gigantic problem before the country. We have to first see that there is adequate representation of the Scheduled Castes and the Scheduled Tribes and also we have to see that the efficiency of the public services increases. Sir, these are the three broad points.

If we go through page 37 of the report, we will find that the number of candidates who applied for the various examinations held during the period under report was 1,24,407 as against 1,36,677 in the previous year. But they have given the explanation that Indian Economic Service and Statistical Service examinations were not held.

In the next part of the report, they have reported about the educated unemployment. As you know, the country is facing a gigantic problem of educated unemployment and the hon. Members have already dealt with this matter and it has been mentioned

[Shri Santosh Kumar Sahu]

that in the Unemployment Register itself, nearly a crore of unemployed educated persons are enrolled in the country who are seeking jobs. But there are still more people who are in the rural areas who have not registered their names. While on this problem, we have to see whether there is sufficient scope for recruitment to higher jobs in our country. It is a most important question to consider while discussing UPSC. While going through the report, I also find that the UPSC have suggested that all the examinations, not only of the Government services but also of the public undertakings which has taken a gigantic proportion today, should be conducted in one examination so that the candidates need not come several times for the various examinations. Sir, in today's *Economic Times* it has been published that the total appointment in the public sector undertakings is 17.81 lakh employees as on March 31, 1973 and 67 per cent of the total employees of the Central public sector enterprises belong to four States only. Sir, if we analyse all these things, I would appeal through you to the hon. Minister that a system can be found out for recruitment of the talented candidates among our educated unemployed who can appear in one single examination and can be found suitable for the appointment to different jobs in different sectors. The candidates need not undergo the vagaries of multiple examinations. It has also been pointed out that when there were examinations held for the engineering service, the number of candidates who came, was disappointing. So we find in this case that many people who were interested for these jobs, were not available for the examination because so much of delay in publishing results also causes frustration among them and therefore they do not come for the examinations. It is also expensive to run to different centres. Now, Sir, coming to the broader aspect which we have discussed, what sort of personnel policy do

we require? If we read the report of the Administrative Reforms Commission, it has given a very important statement:

"The society depends for its progress and well being on the effective functioning of the Government. And Government, whatever its type—democratic or otherwise—will, in the last analysis, be as good as what its personnel make it. A theoretically perfect administrative structure and unexceptionable methods of work may be devised, but they will be of little or no avail if those who man the administration are either unequal to their task or are apathetic towards it."

So, the question here is this. Is the system of recruitment which we are evolving today quite sufficient for creating sufficient infrastructure and developing the personnel for socio-economic development of this country?

While we are discussing this problem, some hon. Members have also raised the question: what do you mean by bureaucratic commitment? Sir, I will like to quote from the world history that this bureaucratic apathy is not only the problem in India, but it also happens that in the past in the United Kingdom in 1929 to 1931, if we analyse the history of the Labour Government of Britain, we will find that many of its radical reforms could not be carried out because of the bureaucratic resistance. George Lansbury, the first Commissioner of the Labour Government introduced many reforms and there was a lot of resistance. Sir, if we go into the history of the United States where there is a democratic government, the same thing happened when Roosevelt was there. They tried to deflect bureaucracy on the principle that new ideas require new blood. Roosevelt was forced to assemble a new set of officials to carry out the new deal in U.S.A.

Now, Sir, another aspect. It is very highly distressing. The Indian bureau-

cracy has inherited a very good tradition, and it has some name in the world. But if we analyse the economic development of the country and the management of the public sector undertakings which require new dynamism and new outlook, we find that we have not got so much of success in our achievement. The social scientists have pointed out this. The fundamental question is that the bureaucracy must have a representative character. As many of the Members have pointed out, Sir, when we think of the backward areas, when we think of the backward people until a lot of people are given proper representation in the services. It is natural that people coming from the higher echelons of the society cannot devote more time for the socio-economic development of the backward people. So, this has been going on here in this decade. More and more people should come to the services. Only giving resolutions will not help. There was also a recommendation by the Administrative Reforms Commission that more scholarships not only to the Scheduled Castes and the Scheduled Tribes but also to the backward people should be there but there should be coaching schemes also for the backward people so that we can see that these people also take part in the administrative machinery of the country. Changes in the mode and sources of recruitment of the administrative elite in substantial numbers from all social classes and strata is desirable.

Now, Sir, I come to one more point. What is lacking in our Government service today is the lack of promotional facilities for the real talent and the honest work. Sir, we know of the problem of brain-drain. Many of the scientists and technicians who have earned name outside the country, have been leaving this country because of the one problem that we do not give due regard to the person's integrity, honesty of work and his knowledge in his field, as a result of which he has no scope and he is frustrated. Many a scientist feel that

they are not properly represented in the bureaucratic set up and that they have no avenues of promotion.

The UPSC Report has suggested that every Government should make a list of persons to be promoted in the coming years so that it is properly done. But it is not sufficient. The UPSC might have referred in the report to promotion. The usual classification should not be there. A different classification should be there. They have formulated new principles, I think. The hon. Minister should direct the UPSC to consider this point also. They can provide for promotion out of turn looking to their work and their ability to perform their functions. Mere academic qualifications and better knowledge of English were the criteria for promotions in the past. But now since we are a welfare State and are concerned with socio-economic development, more than maintenance of *status quo*, the objective of the nation has radically changed. We are giving more importance to building a welfare society and to improving the socio-economic conditions and to help the progress of every individual, our outlook should change. Sir, in the public sector undertakings a new development is needed. The basic industries must grow. So we must give more importance to the managerial cadre. The science of management is a recognised subject in the international field. So persons having management science training should be given more attention. As pointed out by many of the previous speakers, the commitment should not be personal. The commitment should be to the national Constitution and the basic objectives like the democratic set-up where people will participate in the administration. So they should have regard for the people who come to discuss problems with them, as, for example, how the backward areas will develop, and how more importance should be given to the economic development of the different sectors of people. So, these things require a new orientation. The Union Public Service Com-

[Shri Santosh Kumar Sahu]

mission should also try to see how a better appraisal of the working of the officers can be made for purposes of promotion. And there must be more scope for promotion. The Administrative Reforms Commission has also suggested that 40 per cent of the posts in every category should be filled by promotion. I would also like the hon. Minister to see how the scientists and the brilliant people of this country, who are much respected outside the country and who are doing an immense job for the development of science and technology, can be involved in the development of our country and how they can get proper job satisfaction and enough scope for their talents. That is one of the national problems, and the Union Public Service Commission which is charged with great responsibilities by the founding fathers of the Constitution, by the provisions of the Constitution, should look to such great problems instead of attending merely to routine work. We have invested so much in the public sector and if the public sector undertakings are not run well, if they are not properly managed, naturally the whole economy will collapse. We have made an investment of more than Rs. 15,000 crores in the public sector and these undertakings are engaged in transforming the natural wealth into production which will lead to prosperity of the country. If we do not look to this aspect as to how they can be managed better, if we do not provide a better managerial cadre for them, then I think we have no future. To see that these things develop properly, there should be a thorough reform in the administrative system. Now, in American universities and other places, we see that every year . . .

THE VICE-CHAIRMAN (SHRI SAWAISINGH SISODIA): Mr. Sahu, you have to conclude.

SHRI SANTOSH KUMAR SAHU... every year, assessment of an officer

is done. If his assessment comes to "A Grade", he ought to be promoted. But if his assessment is not up to the mark, that is, if it comes to "C Grade" he needs to be demoted. There is no question of getting a promotion simply because a person is senior and is sitting tight in his position. There must be a proper assessment of the job. The Union Public Service Commission will do an immense job if they can evolve a proper appraisal of the officers in the context of the constitutional responsibilities of democracy and socialistic involvement. Otherwise the country can never progress. It will be retarded. With these words...

SHRI BHUPESH GUPTA: The system of CR should change. It is a wrong system.

SHRI SANTOSH KUMAR SAHU: The hon. Member, Mr. Bhupesh Gupta, has also pointed out this. The present system of CR requires that you only please the higher bosses. It does not help ultimately in the achievement of the goals of this country. The UPSC is charged with such great responsibilities by the Constitution, it ought to evolve a proper unified examination for all the candidates who are qualified for it, so that with the basic education and with different aptitudes they fit into the different walks of life for the achievement of the national goals. Thank you.

श्री शिव चन्द्र झा (बिहार) : श्रीमान्, यह यूनियन पब्लिक सर्विस कमिशन की अठाइसवी रिपोर्ट जिस पर आज चर्चा चल रही है इस विषय के बारे में बहुत बातें आ गई हैं। लेकिन एक-दो बातें मैं रखना चाहता हूँ। इसके पेज 8 में कोठारी कमिशन की 'रिक्मण्डेशन' के मुताबिक जो पब्लिक सर्विसेज में आएंगे उनके लिए इम्तिहान का क्या स्वरूप होगा, इसमें दिया गया है कि—एक "एग्से" पेपर होगा, फिर जनरल माइन्स, ज्योग्रेफी, इंडियन हिस्ट्री एण्ड कल्चर होगा, उसके बाद

प्लानिंग, सोशल एण्ड इकानामिक डेवलप-  
मेन्ट, इन्टरप्रिडेशन अफ ग्राफस एण्ड  
स्टैटिस्टिकल डाटा होगा और चाया पेपर  
पोलिटो, करेन्ट नेशनल एण्ड इटरनेशनल  
अफेयर्स होगा। ठीक है, ऐसे लोग रखे  
जायेंगे जो प्रशासन का दक्षता के साथ  
और तेजी के साथ चलायेंगे, बुद्धिमत्ता  
के साथ चलाएंगे। यह समाज भी उनसे  
मांगता है। इसके लिए जो परीक्षा  
होनी चाहिए उसके बारे में कहा गया  
है, एक ता आबजेक्टिव टेस्ट है। वह  
उतना ही कारगर है जितना कि सबजे-  
क्टिव टेस्ट। इस टाइप के कन्वेंशनल  
एग्जामिनेशन के बारे में इसमें जिक्र  
है। ता यह जो कन्वेंशनल मिस्टम अफ  
एग्जामिनेशन है उससे प्रत्याशी के इंटेलि-  
क्वेंस का, बुद्धिमत्ता का पता लगता है कि  
वह विश्लेषण करने का, बातों को समझने  
का कितना मादा और कितनी क्षमता  
रखता है। उदाहरण के लिए, यदि आप  
कहते हैं आबजेक्टिव टेस्ट में :

**Ram was the father of Sita—True or false.**

यदि वह गेस करके :

**Site was the mother of Ram—true or false. Lakshman was the brother of Ram—True or false.**

तो उसमें गेस बर्क कितना जानता  
उसकी परीक्षा होती है। इसमें व्यक्ति  
का उतना इम्तिहान नहीं होता, उतनी  
परीक्षा नहीं होती जितनी कि “एस्से”  
में। लेकिन एक बात की कमी है जिस  
की ओर इस कमीशन की रिपोर्ट में  
ध्यान नहीं जा रहा। आज के समाज में  
जो लोग हमारी यूनियन सर्विस में आएंगे  
या जो पब्लिक डिपार्टमेंट में या पब्लिक  
अण्डरटेकिंग में आएंगे उनके वास्ते जिस  
रूप में भी हो एक बात का इम्तिहान  
होना बहुत जरूरी है कि उनका दृष्टिकोण  
सोशल सर्विस माइन्डेड हो। यह देखने  
की जरूरत है कि समाज सेवा की भावना  
उन में कितनी है, उन में इन्फामेलिटी

की भावना कितनी है? समाज के लिए  
वे कितनी कुर्बानी दे सकते हैं, जिसकी  
सोशल सर्विस यानी समाज-सेवा कहते  
हैं? यह दृष्टिकोण जानने के लिए  
उसके लिए एक टेस्ट पेपर जरूर होना  
चाहिए।

उपसभाध्यक्ष महोदय, आप जानते  
हैं कि जो यूनियन पब्लिक सर्विस कमीशन  
है या प्राविंसियल पब्लिक सर्विस कमीशन  
है वह मोटे तौर पर आर्यो ० सो ० एस ०  
के जमाने का जैसा स्टील-फ़ैम है, जैसा  
कि उस जमाने में अफसर का दृष्टिकोण,  
उसका आदर्श रहा करता था डामिनेशन  
का, इस प्रकार की तालीम उनको दी  
जाती थी कि जाकर शासन करो, डामिनेट  
करो, चाहे जिस क्षेत्र में हो। तो ब्रिटिश  
इम्पायर में उनका लक्ष्य था डामिनेशन  
करना। इसीलिए अपने कार्य से न वे  
इंडियन थे, न सिविल थे न सर्विस के  
लिए थे। यह डामिनेशन की भावना  
की झलक आज भी है जबकि आज हमारी  
परिस्थिति बदल गई है और हमारी  
सर्विस में सेवा की भावना होनी चाहिए।  
इसलिए सिविल सर्विसेज में, गवर्नमेंट  
एड्मिनिस्ट्रेशन में, सेंटर में हो या स्टेट  
में, इस बारे में एक पेपर का होना जरूरी  
है, जो कि मैं देख रहा हूँ, कमीशन  
उसकी ओर ध्यान नहीं दे रहा है। हो सकता  
है कही ओर हो, लेकिन मोटे तौर पर मैं  
देख रहा हूँ कि सोशल सर्विस माइन्डेड  
हमारे अफसरान हों, डामिनेशन की भावना  
खत्म हो, नए समाज के निर्माण में रुचि  
हो, इसकी तरफ लक्ष्य उतना नहीं है।  
उपसभाध्यक्ष महोदय, हिन्दुस्तान में किसी  
दफतर में जाने से पहले किसी एक साधारण  
आदमी को, पढ़े-लिखे को भी, हिच किचाना  
पड़ता है कि कहीं साहब नाराज न हो  
जाएं तो कैसे जाऊँ? वह तो लाट  
साहब बन कर बैठा है, यह जो भावना

- [श्री शिव चन्द्र झा]

उसके मन में आती है वह एक खतरनाक बात है जनतंत्र के विकास के लिए। अमरीका पूँजीवादी समाज है लेकिन वहाँ की एडमिनिस्ट्रेटिव्ह सर्विसेज में दृष्टिकोण बहुत इनफार्मल है, किसी भी दफ्तर में बेधड़क कोई जा सकता है क्योंकि वहाँ के अफसरान में डामिनेशन की भावना नहीं है। कोई भी आदमी, मैं इन दी स्ट्रीट जो साधारण नागरिक है चाहे उसका कोई पेशा हो उसको वह नहीं ठेक सकता है। वह फाटक खोल कर, धक्का दे कर जा सकता है, बड़े से बड़े अफसर से बात कर सकता है। बड़े से बड़ा अफसर कह सकता है—हैल्लो डियर, व्हाट कैन आई डू? यह भावना उस में रहती है। लेकिन हमारे यहाँ के अफसरों में क्या है। वे लाट साहब हैं। यह दृष्टिकोण हमें खत्म करना है। हमें समाज को बनाना है, समाज पर डोमिनेट नहीं करना है इस तरह का टेस्ट होना बहुत जरूरी है। इस रिपोर्ट में उस ओर ध्यान नहीं है। हम समाजवाद लाना चाहते हैं, नया समाज बनाना चाहते हैं इसलिये ऐसा टेस्ट होना जरूरी है। फिजिकल फिटनेस भी जरूरी है, लेकिन सोशल सर्विस की भावना जरूर होनी चाहिये।

बात रही इम्तिहान के तरीके की। इस में बताया गया है कि इन सब का देशी भाषाओं में ट्रांसलेशन बड़ा मुश्किल है आप्शन दिया जा रहा है। अंग्रेजी और हिन्दी भाषाओं में तो ठीक हैं, लेकिन मैं कहना चाहता हूँ कि जो टेस्ट लेने का इनचार्ज हो उसमें यह दृष्टिकोण होना चाहिये कि अंग्रेजी की ही दक्षता जरूरी न हो बल्कि देशी भाषाओं में

उम्मीदवार कैसे अपने आप को व्यक्त करता है, चाहे हिन्दी हो—हिन्दी तो होगा ही—कैसी शुद्ध बोलता है, किस रूप में बोलना है। इस बात का ख्याल रखना चाहिये। जो लिंक भाषा है उसकी क्षमता कितनी होनी चाहिये। इस में है स्कूल सर्टिफिकेट। मैं इस बात को नहीं मानता हूँ। चाहे हिन्दी हो या और भाषाएँ उन को इन भाषाओं में और ज्ञान होना चाहिये। अंग्रेजी में मजबूरन क्षमता उम्मीदवार हासिल करता है, लेकिन उतनी जरूरत नहीं है। देशी भाषाओं में उस की कितनी क्षमता है इसका कमीशन को ख्याल रखना चाहिये और जब टेस्ट हो तो उस रूप में उस का इम्तिहान लेना चाहिये।

पर्सनेलिटी टेस्ट जरूरी है, लेकिन उसमें फिर पैरवी की बात आ जाती है। उस को आइरन हेन्ड से खत्म करना चाहिये।

आखिरी बात सर्विसेज का रूप रहा है स्टेविलिटी और कन्टीनुइटी। अंग्रेजों ने जो सिविल सर्विस का रूप बनाया, इस में कोई शक नहीं कि वह स्टेविलिटी का रहा जिससे खराबियाँ और जुल्म हुए। लेकिन साथ-साथ चेंज की भी बात है। अंग्रेजों को छोड़ दें। सुरेन्द्र नाथ बनर्जी हुए जिन्होंने उस को ठुकरा दिया और कहा कि जिस प्रकार से स्टेविलिटी रखी जा रही है उस से किसी प्रकार का परिवर्तन हो नहीं सकता। रमेश चन्द्र दत्त ने रिटायर होने के बाद टिप्पणियाँ दीं। उन्होंने कहा कि मैंने इतने दिन सर्विस की, लेकिन मीनिंगफुल सर्विस नहीं की ऐसे अफसर हों जो समझते हों कि चेंज होना चाहिये। तो हमारा कहना है कि स्टेविलिटी के साथ चेंज की भावना, परिवर्तन की भावना उन में हो जिन को हम रिट्यूड

करें। रिक्त करके वक्त इस बात का भी ख्याल होना चाहिये।

दूसरे नियम और कानून इतना कड़ा न करें कि जो बैकवर्ड हैं, देहात के लोग हैं वे भरती हीन हों सकें। इन बातों का भी ख्याल रखना चाहिये।

मैं समझता हूँ कि इस रिपोर्ट में बहुत सी कमियाँ हैं। बहुत सी कमियाँ हैं लेकिन उन सब को हमें दखना चाहिये ताकि यह जो सेवा का क्षेत्र है उस में हकीकत में जन सेवा हो सके। अफसर-शाही की सेवा या ब्योरिक्लेसी की सेवा का जो इतिहास रहा है वह बात अब इस में नहीं रहनी चाहिये और एक नये दृष्टिकोण से, समाज के विकास के दृष्टिकोण से उन के इम्तहान हों और इस नये दृष्टिकोण से उन का सेलेक्शन हो और वीकर सेक्शन्स में महिलायें भी आती हैं उन का रिक्तमैट भी इस के द्वारा किया जाना चाहिये और इस की वकिंग में इस प्रकार से परिवर्तन लाना चाहिये। यही मुझे निवेदन करना है।

**SHRI S. W. DHABE (Maharashtra):**  
Mr. Vice-Chairman, Sir, I would like to know from the Minister what has happened to the 27th Report of the UPSC. Sir, we discussed the 26th Report in this House on 15-11-77. That was for the period 1975 to 31st March 1976. But I would like to know whether the 27th Report has been laid on the Table of the House why it has not been discussed.

Sir, two or three very important questions are involved with the UPSC examinations. Firstly, Sir, we find an examination was held in June 1979 for which 1,02,000 persons applied. Hardly 70,000 persons appeared in that and the persons who were declared eligible—their number was 7700 only. If we examine the figures

which are given in Annexure VII, it will be seen, at page 119, that twenty-eight Universities are mentioned and those who qualified are only seven out of the candidates from 28 Universities. On the other hand, some Universities in India have monopolised and their students are always appearing in the examinations and a large number of students of those Universities have passed. One reason may be that they are providing more facilities in coaching and preparing them coming from the University jurisdiction areas. If this scheme is to be successful, then, Sir, the UPSC cannot do anything in the country, as under article 320 it has a limited purpose, i.e. of holding examinations. A great responsibility lies on the Government that they provide facilities for students from the rural areas and also the backward communities so that they can compete with others. Another reason is that since some students and some people are rich and are in a position to get better education and better facilities of public schools and the other persons who are in the rural areas not only do not have proper personnel for teaching but also the environment is such that they cannot compete with those students who are from public schools. Therefore, unless we have a uniform system of education, unless we have uniform educational opportunities, this discrimination will continue. And, therefore, I would appeal to the Government through you, Sir, that it should seriously consider whether it can provide a uniform system of education and at least talented students from the rural and backward areas should be given special coaching so that they can compete with the others.

Another thing which is very pertinent and is connected with this is this. The Services through the UPSC do not remain attractive any longer. The talented people do not come. Out of one lakh and odd people, only 70,000 appeared in the examination. The pay scales in public services are incom-

[Shri S. W. Dhabe]

parable with the public sector undertakings and there is demand from the Government employees that there should be parity between their salaries and those of the public sector employees. Therefore, it is very essential that this is done, in England this was done by the Pristley Commission and the salaries of the public services were kept higher than those of the public sector employees. This is the major reason why talent is not coming forward for public services. The engineers and doctors are leaving the country and going abroad, the reason is that our pay scales are not attractive. If the talented people do not come to the services, nothing will improve. There should be parity. Or, I would say that the pay scales of government employees should be higher than the public sector employees. Unless this is done, the important wing of the Government, the Executive, will not function efficiently. Even the clerk who passes orders in Government offices gets less salary than his counterpart in the public sector undertaking for whom he passes orders.

My next point is regarding recruitment in public sector. Important public sectors such as Coal India are not governed by the U.P.S.C. There are *ad hoc* appointments or administrative orders constituting selection committees. Nobody can be appointed. Sometimes, Government Officers are transferred to public sector. Therefore, it is high time that article 321 of the Constitution is invoked and Parliament should provide a law by which the recruitment to public sector can be controlled. Therefore, my suggestion is the U.P.S.C. should not only hold examination, but the Parliament should make a law by which the statutory bodies are also governed. Organisation like Coal India, Steel and other industries should also be governed by U.P.S.C. I will also like to suggest that in the meanwhile there should be some arrangement that with the Selection Committees of the public sector undertakings some Members

of the U.P.S.C. may be associated so that the recruitment is fair and impartial. Lastly, I want to know from the hon. Minister whether everything is being done to clear the backlog of recruitment for Scheduled Castes and Scheduled Tribes. Every year we hear that it is not done because talent is not available. Is it because of this reason or because of some other reason? If the services have to be efficient, then the standards are important. I am sure that if the people in rural areas and backward areas are given training there will be no problem. Moreover in view of the Constitutional requirement it is essential that the backlog is cleared and the Scheduled Castes and the Scheduled Tribes are given their proper share. Lastly, I would ask why the 27th report was not discussed. The report loses its importance if we discuss it after two or three years. We make so many suggestions. What is the action taken on them? We do not find any mention about it in the report. Whatever suggestions were made on the last report have not been mentioned in this report. There is no indication of any follow-up action. There should be a practice in this House that whenever suggestions are made, and if the Minister assures that they would be implemented then the next report should contain and give information as to what has been the various suggestions and what action had been taken on them. Thank you, very much, Sir.

**SHRI P. VENKATASUBBAIAH:**  
Mr. Vice-Chairman, Sir, I thank all the hon. Members who have participated in the discussion and have made very valuable suggestions. I may assure the hon. Members that whatever suggestions that have been made in this House will have the utmost consideration by the Government, the things pertaining to the Government.

As the hon. Members are aware, the UPSC enjoys unique position and this Commission is answerable to Parliament and to the President. The Executive has nothing to do with or

they cannot interfere in the working of the UPSC. That is the unique position that has been given by the Founders of our Constitution.

Sir, some Members have raised certain objections with regard to delay in presenting the Report of the U.P.S.C. Sir, the hon. Member who preceded me has asked as to what happened to the 27th Report. Sir, the 27th Report was placed on the Table of the House on 29th November, 1978. Though the notice was given for a discussion and it was listed on 12th and 13th December, 1978, it could not be taken up. Again, it was listed on the 28th December, 1978 and again it could not be taken up. It was the previous Janata Party Government which was in power and I do not know what the reasons were that compelled them for not placing this Report for a discussion.

SHRI NAGESHWAR PRASAD SHAHI: Even this Government is postponing it. And we asserted and sought a discussion on it today.

SHRI P. VENKATASUBBAIAH: I am very sorry. Sir, we have taken the earliest opportunity of placing this Report on the Table of the House.

SHRI S. W. DHABE: Both the Reports should have been discussed together.

SHRI P. VENKATASUBBAIAH: We have taken the earliest opportunity to place the report on the Table of both the Rajya Sabha and the Lok Sabha. Sir, we have received the typed copy of the 28th Report on 1-2-1979. The date of receipt of the printed copy in English was 7-8-1979 and the Hindi copy was 16-10-1979. And the date on which we placed it on the Table of the Rajya Sabha was 30-1-1980. So, we have taken the earliest opportunity of not only placing it on the Table of the House but also initiating a discussion on this very important Report.

Sir, in this connection, I may mention that I in the capacity of the

Chairman of the Estimates Committee, have gone into the working of the UPSC in great detail. And I have submitted a report which is called the 47th Report.

SHRI BHUPESH GUPTA: Mr. Venkatasubbaiah, you were there as an old colleague of ours. It is you who in 1967 moved that Resolution against defection. And life has put you in such a position today that you belong to a Party which has organised the world's biggest number of defections within two months.

SHRI P. VENKATASUBBAIAH: Sir, I entirely disagree with the hon. Member. It is the other parties—I am not referring to his party—which has engineered the defections on a very large scale. Sir. . .

SHRI NARASINGHA PRASAD NANDA (Orissa): There was no defection in the UPSC. You continue your reply.

SHRI BHUPESH GUPTA: Sir, in December, 1967, he moved a Motion. And you will be thrilled by reading that speech, on the basis of which a Committee was appointed which included members from all Parties. Jayaprakash Narayan and we from various parties gave our recommendations. Sir, at that time the party to which he belonged was in danger of having Gaya Rams. The moment Aya Rams prospect brightened up, everything was forgotten. Now, as I say, everybody has organised defections, you are right. But to my knowledge you have set a record. Within sixty days nobody in the world in a parliamentary democracy has organised 240 defections as you have done!

6 P.M.

THE VICE-CHAIRMAN (SHRI SAWAISINGH SISODIA): Just now let him reply.

SHRI NARASINGHA PRASAD NANDA: Sir, that also is a thrilling experience such as the Resolution was.

THE VICE-CHAIRMAN (SHRI SAWAISINGH SISODIA): Mr. Bhupesh Gupta has got many experiences.

SHRI P. VENKATASUBBAIAH: Sir, I am flattered by the compliments paid by a very veteran senior parliamentarian like Shri Bhupesh Gupta. But in the latter portion of it he made certain charges against our Government and our Party. I would like to humbly submit to Shri Bhupesh Gupta that nobody has engineered any defections. The hon. Members who have had their ideological convictions have joined our party. (*Interruptions*).

SHRI BHUPESH GUPTA: That was not there in your speech.

SHRI P. VENKATASUBBAIAH: Every Member in this House is honourable. We cannot question the integrity of their character. Nobody should cast aspersions on hon. Members. So, I strongly protest against it. If any hon. Member because of his ideological conviction has come over to our party, we wholeheartedly welcome him. Sir, this is casting aspersions on the hon. Members. I would only request Shri Bhupesh Gupta to refrain from making such observations.

SHRI BHUPESH GUPTA: Sir, on a point of personal explanation as my name has been mentioned.

THE VICE-CHAIRMAN (SHRI SAWAISINGH SISODIA): How long will you carry on like this?

SHRI BHUPESH GUPTA: Sir, as you know a committee was appointed in January, 1968 on the basis of his Resolution and, Sir, we worked on that committee. The Chairman of that Committee was Mr. Chavan. All the leaders of the parties were there. (*Interruptions*). I have read everything. I can almost reproduce his speech. In his speech there was no such reference to ideology. It was said, if you cross the floor, leave one

party to join another, you are a defector and that is the speech that he made. I would like to make that speech now. Honestly, this is another compliment to you. If I have to speak on that subject, I shall bring your speech of December 1967 and read it.

THE VICE-CHAIRMAN (SHRI SAWAISINGH SISODIA): Let him give the reply.

SHRI BHUPESH GUPTA: Therefore, let us not go into it. Life is like that. Men change. You have changed. I have not changed, except changing my seat.

THE VICE-CHAIRMAN (SHRI SAWAISINGH SISODIA): Let him reply. Please come to the point.

SHRI P. VENKATASUBBAIAH: He has changed his sympathies from one party to another party. He has not changed.

Sir, in presenting that Report I made a suggestion with regard to holding a meeting of the Service Commissions of the States and the Union Public Service Commission periodically at least once in three years. Sir, as you all are aware, these State Public Service Commissions are not within the purview or jurisdiction of the UPSC or the Government of India. They are listed in Part II of the Constitution and they are independent as they are independent of the Union Public Service Commission.

SHRI NAGESHWAR PRASAD SHAHI: The Constitution can be amended.

SHRI P. VENKATASUBBAIAH: Dr. Sarup Singh made valuable suggestions. Sir, he had the experience of working as a Member of the Union Public Service Commission. He is a noted academician and educationist. We have got every regard and respect for the observations he has made. Sir, one observation he made was about the emoluments and the amenities of the Union Public Ser-

vice Commission Members. I may mention in this connection that, so far as the non-official Members are concerned, in 1976, the pensions of the Chairman had been raised from Rs. 6,000 to Rs. 9,240 for six years' service, and those of the Members from Rs. 6,000 to Rs. 8,400 for six years' service. In 1979, relief in pension was also granted, as is admissible to the Central Government officers. Official Members got their pension according to several rules applicable to them. Apart from that, under article 318 of the Constitution, the President is empowered to make regulations about the conditions of service of the Members of the Union Public Service Commission and in September, 1969 the Government issued the Union Public Service Commission (Members) Regulations, 1969 incorporating the conditions of service of the Members. Sir, the main four amendments were moved from time to time to the Union Public Service Commission (Members) Regulations, 1969 incorporating provision for cash payment in lieu of unutilised earned leave, making the Members eligible for greater relief in pension at the rates applicable to the Central Government officers, making provision for commutation of pension in accordance with the rules applicable to the Central Government officers of the highest grade, making the Chairman and the Members eligible to receive D.A. and Addl. D.A. at the rates applicable from time to time to Secretaries and Additional Secretaries (respectively) to the Government of India, and introduction of Contributory Provident Fund. These are some of the emoluments or amenities that have been provided to the Chairman and other Members of the Union Public Service Commission.

Another important suggestion made by Dr. Sarup Singh was that the relation between the State Service Commissions and the Union Public Service Commission should be analogous to the relation that exists between the High Courts and the Supreme Court. If I remember correct.

Sir, unless the Constitution is amended, we have no authority in the present circumstances to make such a change. If it is found to be useful, then that matter can be examined a little later.

Sir, Shri Shahabuddin made certain suggestions. About his suggestion with regard to the creation of All-India Services like the Indian Industrial Management, the Indian Technical Services, I can say that this is a very good suggestion and I may inform the hon. House that it will receive our utmost consideration.

SHRI BHUPESH GUPTA: But without violating or encroaching upon the autonomy of the States.

SHRI P. VENKATASUBBAIAH: I am only speaking about the All-India Services that are mentioned here.

And another thing Dr. Sarup Singh mentioned was about delegation of recruitment of certain Services. Class B Services, from the Union Public Service Commission to the Staff Selection Commission. This is a matter that the Union Public Service Commission has to think over.

SHRI BHUPESH GUPTA: A problem has arisen in this country. How are you going to solve it? There are some who are directly recruited into the Central Services; and there also you bring people from the States on deputation. Now, it seems the conflict between the two categories is growing. Deputationists feel they are being let down. I do not say everything they say is right. But there are such feelings. This is there in the intelligence branch also. Now, the deputationists are going to the court, with the complaint that they are being let down. They say that they are not being given their due position *vis-a-vis* the direct recruits who, they say, are being patronised. This is not there in the central intelligence only. Why should the central intelligence people go to the court? This is happening. I am told, in many spheres. The CBI protested.

[Shri Bhupesh Gupta]

The feeling is there in the central intelligence service and in many other services. Now, have you got any sound rules, democratic rules, to resolve this conflict between the so-called deputationists who are from the States and those who are directly recruited, and who do not come from the States? The conflict is going on and in this connection, it has been pointed out, I think, the UPSC has noted this fear—that the confidential report of the character roll, which is a very bad instrument, which is very archaic and which is very old, is utilised to keep down the officials and to ask the juniors to do things which they are out expected to do. Many officials have been persecuted through this mechanism of the so-called C.Rs. Suggestions have been made—by the Administrative Reforms Commission, I think—that this should be changed, the system of writing CRs.

SHRI P. VENKATASUBBAIAH: Sir, in regard to the point made by Shri Shahabuddin about the creation of a separate union territory service, I would like to inform the House that there is already recruitment for the union territory service and there is no need to create a separate union territory service. He has said that only students from particular universities and colleges are taken. There are certain premier universities in the country which have a glorious academic record at their disposal and naturally, those people who come from these colleges will fare well in the all-India services. It does not mean that the Calcutta University is confined only to Bengalis or the Delhi University is confined only to the people from Delhi. People from various States come and study even in Delhi which has a cosmopolitan character. Even then, the basic point would be a change in our educational system. About people to be recruited who have a rural background, I have already stated in my introductory remarks that this has been simplified and the recent, whether he has come

from the public school and so on, is not taken into consideration. His knowledge on a subject, even if he expresses his answer in syllables and in words, is taken into consideration. Several improvements have been made in regard to bringing people from the rural background. Another valid point which has been made by Dr. Sarup Singh and with which I am in agreement, is that even though there are statistics which show that from the rural areas, a large number of people are coming up, I do not believe in this, as he has correctly put it. The address given, the wrong address which is given, all these factors are there. The Union Public Service Commission is doing its best to re-orient, to modernise and to see that the recruitment is made and such people are selected who will be in tune with the aspirations and who are committed to the objectives and the principles of the Constitution. Commitment does not mean commitment to any one political party or to any one individual. It means commitment to the basic principles of democracy, secularism and socialism. If we could recruit people who are committed to these basic ideals, we would have done the greatest service. That should be the aim and I hope that is the aim of the UPSC.

SHRI BHUPESH GUPTA: You have to define that.

SHRI P. VENKATASUBBAIAH: Many suggestions have been made by the hon. Members with regard to *ad hoc* appointments, delay in giving appointments once they are selected, etc. All these factors will be taken care of and I can only point out here that in the Report of the UPSC they have said only in one case that the Government had not accepted the recommendation out of several cases, but I am satisfied with that. The delays, the *ad hoc* appointments; for these the Government is trying hard to impress upon the Departments and the Ministries concerned that they should improve and this *ad hoc* appointment system should be discou-

raged as much as possible. The delays that are involved are that the selected candidates have to undergo certain tests, medical test as well as his background and antecedents' record has to be checked up. These are delays involved. One suggestion made is with regard to the medical test. It has been proposed that the candidates who come for interviews should undergo the medical test there itself so that this delay is obviated. These are some of the suggestions that are being made. On one point about recruitment of these Scheduled Castes and the Scheduled Tribes, I would like to say that it is the Government's endeavour to see that full justice is done to these depressed classes, to people who have been neglected for centuries and other weaker sections of the society. I may inform the House that the present Union Public Service Commission is headed by a Scheduled Caste member, Dr. Sahare. Previously, it was headed by Shri R. Kidwai, a Muslim. So, Sir, the UPSC is reflective of the national sentiments and national composition. It is a body which is doing its duty to safeguard the interests of the nation, to recruit the best possible candidates who can serve the country in a dedicated manner.

To the recommendation, whichever is possible, Government will certainly give due consideration. Whatever we have to convey to the UPSC it will be conveyed. I once again thank the hon. Members for giving such valuable suggestions and I may be pardoned because for lack of time I have not been able to deal with all the points mentioned in the House.

SHRI K. K. MADHAVAN: It is mentioned in the Report that the Departmental Promotion Committees have not met at all.

SHRI P. VENKATASUBBAIAH: It will be taken note of. If there is any delay it will be gone into. The Departmental Promotion Committees; there will be a member of the UPSC also associated with them.

Therefore, Sir, I am happy that the Members have given very valuable suggestions. They will be given due consideration with utmost respect. We will see that the recommendations with regard to the working of the UPSC and also of the Government Departments and Ministeries which are to implement the recommendations of the UPSC, are honestly implemented as far as possible.

With these words I conclude.

THE VICE-CHAIRMAN (SHRI SAWAISINGH SISODIA): Let us go to the last item.

SHRI BHUPESH GUPTA: We want it to be deferred. All are gone now.

THE MINISTER OF PARLIAMENTARY AFFAIRS (SHRI BHISHMA NARAIN SINGH): With all respect to hon. Bhupesh Dada I agree that this last item can be taken up in the next session.

SHRI BHUPESH GUPTA: I thank my younger brother.

THE VICE-CHAIRMAN (SHRI SAWAISINGH SISODIA): Looking to the desire of the House, the last item is postponed. Now the House stands adjourned *sine die*.

The House then adjourned *sine die* at nineteen minutes past six of the clock.