

THE VICE-CHAIRMAN (SHRI M. P. BHARGAVA): Let me put the purely financial Bill to vote after a political debate.

The question is:

"That the Bill be returned."

The motion was adopted.

STATUTORY RESOLUTION RE. CREATION OF CERTAIN NEW ALL-INDIA SERVICES—*continued.*

THE MINISTER OF STATE IN THE MINISTRY OF HOME AFFAIRS (SHRI JAISUKHLAL HATHI): Mr. Vice-Chairman, when the House rose on Friday, I was dealing with the need, utility and the importance of All-India Services and I had just then crossed the first hurdle of Shri Bhupesh Gupta in the form of a point of Order. I would not like to touch this point again but I am mentioning the fact that an All-India Service is essential and necessary and that this House alone has the right to move and pass such a Resolution. I still anticipate another hurdle from him and anticipating that, I might mention here that when three years back a similar Resolution was passed here, Mr. Bhupesh Gupta himself wanted to add one more Service, the All-India Legislature Service and he said that this House alone has the right to do this and that anybody could move a resolution.

SHRI BHUPESH GUPTA (West Bengal): I did not want to add. I wanted that that should be done. How could I move a negative amendment?

SHRI JAISUKHLAL HATHI: He wanted this to be done through an amendment.

THE VICE-CHAIRMAN (SHRI M. P. BHARGAVA): He forgets what he says.

SHRI JAISUKHLAL HATHI: He conveniently forgets that not only he mentioned this but he also said that not only the Government but anybody else could move this Resolution. That was the stand he took and therefore I would like to remind him here that this is the constitutional position which he knew, knows and I request him that he might also in the

future, tomorrow when he is going to speak, remember this.

SHRI BHUPESH GUPTA: I want to speak today, if you will permit me.

THE VICE-CHAIRMAN (SHRI M. P. BHARGAVA): You will have to remind him tomorrow.

SHRI JAISUKHLAL HATHI: So far as the utility of the All-India Services is concerned, I would like to mention that first of all it will introduce an element of competition. There will be a wider field of selection, there will be mobility from one State to another and from the States to the Centre and from the Centre to the States. These people will thus have a greater opportunity of gaining very rich experiences which will be of great use not only to them but to the people with whom they have to work. I also would like to mention one more very important aspect, that of national integration. The men of the All-India Services, by their experience in one State, will be able to come closer to the people of the different States, mix with them well and this will accelerate the process of national integration. This is not a small achievement through the Services. If the Services do not have this national approach, then it is bound to have an adverse effect on the people as a whole, because the services are in a way an element of the society and they are able to build up public opinion. I am not only talking of the officers at the top but at different levels and the kinds of opinion they hold, the way they behave, the way they act, all have their own effect on the people and if they function on a national basis, in a disinterested way, having no parochial views and consider matters at the national level, then this will create a national atmosphere in the country. So, it is very important that there should be as many All-India Services as possible because, as I said, they are able to move about with every section of the people of the States, know their language and they are able to bring fresh experience and fresh outlook in the different States wherever they go.

Coming to the present two Services which are the subject-matter of this Resolution, the Agricultural Administration Committee which was set up in 1958 to exa-

[Shri Jaisukhlal Hathi.]

mine the question of reorganisation of agricultural administration recommended the formation of an All India Agricultural Service to raise the morale and efficiency of the agricultural services in the country. Accordingly a scheme was drawn up by the Ministry of Food and Agriculture and circulated to the State Governments on August 9, 1963. The matter was also discussed at an informal meeting of the State Ministers of Agriculture on August 29th and 30th, 1963 and all the Chief Ministers agreed to the formation of such an All-India Service. It is not therefore as if the States are not consulted. Mr. Bhupesh Gupta raised a point as to whether the State Legislatures had been consulted, but under the Constitution it is not necessary to do so. So far as the question of All-India Services is concerned, it is this House that has the right to move and pass such a Resolution but because the States are also concerned, naturally we consult the States. We take them into confidence, we discuss with them and it is only after all the States have agreed that this question was finally decided and it was thought proper that these two All-India Services should be formed. This does not mean that merely by the passing of this Resolution the Services are finalised. The terms and conditions, the number of posts, promotions and other details will have again to be brought before Parliament. As you know, this Resolution only says that it is necessary and expedient in the national interest that Parliament should by law provide for the creation of these two Services. So this Resolution is only a preliminary step in a way. This is not a final step. Therefore I am not going to touch upon the details because the details are not necessary. But I will give broad outlines of these two Services.

It is proposed that, like the existing All-India Services, each State should have an Agriculture Service cadre of its own, incorporating the posts of District Agricultural Officers and above. The Union Territories would have a separate cadre to meet their requirements. The requirements of the Centre would be met by drawing officers on tenure deputation from the State and the Union Territories Cadres. So far as recruitment is concerned, 33-1/3 per cent

of the senior posts will be filled by promotion of officers of the State Agricultural Services, while the remaining posts will be filled by direct recruitment. That means those who are already in position will be promoted while two-thirds of the total will be filled by direct recruitment. There will be four categories of posts—Director of Agriculture, Additional/Joint Directors, Deputy Directors and Assistant Directors of Agriculture. These are the broad outlines; I am not going into the details.

So far as the Educational Service is concerned, it was at the National Integration Conference held from 28th September to 1st October, 1961 that views were expressed strongly that for administrative purposes an All-India Service should be created in the field of education. It was not only at that Conference but here also more than once several Members had brought forward Resolutions for this purpose. I remember one of our revered Members, Shri Jaspat Roy Kapur, brought such a Resolution. Very often such Resolutions were brought forward but the difficulty then was that it had not been possible for us to get all the States together and get their views and their concurrence and we thought that so long as even one State was not agreeable we should not do this. Though under the Constitution it is not necessary that all States should agree but still we thought it better to get their concurrence because after all we are moving in a democratic way. Ours is a democratic process. That is why I am repeating it for Mr. Bhupesh Gupta's benefit that we are moving in a democratic way. We move by a process of negotiation; we move by a process of consultation; we move by a process of agreement.

SHRI BHUPESH GUPTA: We move by a process of Proclamations.

SHRI JAISUKHLAL HATHI: It is proclaimed only when there is an understanding and clear understanding in the minds of those who proclaim. It is not confused thinking, taking one stand on one day and another stand on another day forgetting what was said yesterday, or remembering things which were not said. That is not the thinking on this side of the Benches.

SHRI AKBAR ALI KHAN (Andhra Pradesh): The Sapru Committee also recommended this.

SHRI JAISUKHLAL HATHI: I shall come to that.

It was felt that the constitution of an All-India Service in this field would enable an integrated and national approach being brought to bear on important educational problems throughout the country. This should also promote emotional integration by introducing an all-India outlook in such a vital sphere and education is naturally a very vital and important sphere, as we all know. Another important consideration was that an All-India Educational Service, with remuneration and prestige comparable to those of other All-India Services would attract first rate material to the Service and thus help to fill the present deficiencies. This is one of the important aspects which I would like the House to bear in mind, that the Educational Service coming up to the all-India level, having the same status as other All-India Services, will attract very good people, the first rate people. Otherwise we find they all want to be in the I.A.S. or some other All-India Service.

SHRI P. N. SAPRU (Uttar Pradesh): Or in the I.P.S.

SHRI JAISUKHLAL HATHI: Yes, the I.P.S., the I.F.S., etc. They do not come to the Educational Service because they feel . . .

SHRI BHUPESH GUPTA: Soon you will have a Congress Ministerial Service.

SHRI JAISUKHLAL HATHI: It is not service in the sense of salaries, promotions and other things; it is service in the real sense of service to the people of India.

So, accordingly the State Governments were approached in February 1962 for their formal agreement in principle to the constitution of this Service. The question of formation of this Service was also discussed, broad outlines were chalked out. The Service will consist of two Branches, the General Education Branch and the Technical Education Branch. It will include all posts with essentially administrative duties in both the Branches. About

twenty-five per cent of all the posts in both the Branches will be filled by promotion and the posts that will be encadred will be Educational Advisers, Directors of Public Instruction, Additional/Joint/Senior Deputy Directors, Assistant Directors of Public Instruction, etc. The other features of the Service will broadly be the same as those of the existing All-India Services. Members of these Services who have been recruited on an all-India basis and enjoying common conditions of Service would have the same benefits and would have a broader outlook. A high proportion of the direct recruits would be allotted to States other than those of their domicile; and this might help in keeping the senior Services free from narrow attachments. Since the Services would be common to the Centre and the States, there would be rotation of officers between the Centre and the States and this interchange of experience would be beneficial both to the Central and State administrations. Officers will bring field experience to the Centre and will take back to the States an understanding of national problems and a wider outlook. Moreover, the creation of All-India Services would ensure a high standard of recruitment and training, which would make for a uniform minimum standard of administration and development throughout the country.

I need not emphasise the need and importance of these Services. I am sure that the House will give its full support to this Resolution. Sir, I move.

SHRI B. K. P. SINHA (Bihar): Mr. Vice-Chairman, before you move the motion I want one clarification. It is necessary for the debate.

THE VICE-CHAIRMAN (SHRI M. P. BHARGAVA): That you can do tomorrow when you are speaking.

SHRI B. K. P. SINHA: No, Sir. I want to know it now from the hon. Minister. (*Interruptions*). I seek a clarification. Let me put it. I do not want private advice.

SHRI BHUPESH GUPTA: I am glad to hear that.

SHRI B. K. P. SINHA: The hon. Minister has said that those recruited to these Services will be put into certain offices. May I take it, then, that the incumbents of the All-India Educational Service shall have nothing to do with teaching and, secondly, the incumbents of the All-India Agricultural Service shall have to be only concerned with the administration of the Agriculture Department and not with the direct development of agriculture itself. It is necessary to have the clarification.

SHRI JAISUKHLAL HATHI: No. The point is this. For the present we have not yet discussed whether the teaching personnel should also be included in the All-India Services. This is only administrative, general policy. If we do that, it will have to be discussed further with the

States and educational institutions. It will be difficult to have all school teachers in one All-India Service.

THE VICE-CHAIRMAN (SHRI M. P. BHARGAVA): What about agriculture?

SHRI JAISUKHLAL HATHI: They are all Directors of Agriculture dealing with development of agriculture.

The question was proposed.

THE VICE-CHAIRMAN (SHRI M. P. BHARGAVA): The House stands adjourned till 11 A.M. tomorrow.

The House then adjourned at five minutes past five of the clock till eleven of the clock on Tuesday, the 30th March, 1965.