

# **NOMINATION TO THE BUSINESS ADVISORY COMMITTEE**

MR. DEPUTY CHAIRMAN: I have to inform Members that I have nominated Shri Dahyabhai V. Patel to be a member of the Business Advisory Committee in the vacancy caused by the resignation of Shri Harihar Patel from the membership of the Rajya Sabha.

# **ALLOTMENT OF TIME FOR CONSIDERATION OF THE MOTION RE CHINESE INCURSIONS**

MR. DEPUTY CHAIRMAN: I have to inform Members that under rule 153 of the Rules of Procedure and Conduct of Business in the Rajya Sabha, I have allotted two hours for the consideration of Shri B. K. P. Sinha's motion regarding the latest incursions by Chinese into the Ladakh region.

SHRI BHUPESH GUPTA (West Bengal): Sir, I would like to make one submission to you. As you know, you are considering the question of a Resolution on Goa.

MR. DEPUTY CHAIRMAN : Yes.

SHRI BHUPESH GUPTA: Yes, Sir, you consider it and I would request you to be quick please. And about the other Motion that was given notice of by all of us, i.e., the P.S.P. Shri Dahyabhai V. Patel and Dr. Kunzru, to discuss about the use of I.A.F. plane by the Prime Minister, since we gave the motion, he has gone to Allahabad and.

MR. DEPUTY CHAIRMAN: We will consider it.

SHRI BHUPESH GUPTA: Yes, Sir, you will consider it, because two other flights have taken place, one of them to Allahabad and in the same plane, for election meetings, by the Prime Minister.

# **RESOLUTION RE CREATION OF CERTAIN NEW ALL-INDIA SERVICES—contd.**

MR. DEPUTY CHAIRMAN: Mr. Avinashilingam Chettiar may continue his speech. We have to finish this business before one o'clock.

SHRI T. S. AVINASHILINGAM CHETTIAR (Madras): Sir, I will finish my speech in a short time. Sir, the Constitution recognises three kinds of services. One is known as services under the Union territories. The other is known as State Services and then we have what are called the all-India services. Already we have two all-India services recognised. The Constitution in article 312 provides that by a Resolution of this House certain fresh all-India services can be created and the regulation of those all-India services will naturally be with Parliament and the Government of India and to that extent powers will be transferred from the State Governments to the Government of India.

This Resolution that we are now discussing is based on the decision of the Chief Ministers' Conference which says.

"The principle of having All-India Services for engineering, medical and forest departments was accepted, subject to schemes being drawn up and circulated to State Governments for consideration."

The hon. Home Minister, in his opening statement, said that these schemes would be circulated to the State Governments. May I submit that once this Resolution is passed, it is no more incumbent upon the Government of India to circulate any schemes, though in order to consult the State Governments, they may still circulate these schemes hereafter. I should have imagined, Mr. Deputy Chairman, that it would have been proper if the State Governments had full information about these schemes that are to be framed in this connection and then the State Governments' and the Chief

Ministers' opinions would have been more considered opinions. The law is that once we pass this Resolution in this House, no more consultation with any State Government is necessary. Sir, I fully believe and trust that if a new Bill is to be made, it will be made. There is already an All-India Services Act of 1951 and if a piece of legislation is to be introduced now, I don't know whether it will come in the form of an amending Bill incorporating these services also, or whether it is going to be a fresh Bill, a fresh piece of legislation. But whatever it may be, these schemes and rules and the proportions in which there will be direct recruitment and recruitment from the States and a variety of other details have to be settled. I wish these schemes had been circulated and the opinions of the State Governments obtained before this Resolution was passed. I say this for the simple reason that the passing of this Resolution will mean that the State Governments will have no more power legally, to say anything about it, though I know consultations are always held between the State Governments and the Government of India. There is the National Development Council and there is also the meeting of the Chief Ministers and so this consultation can be there. But I am pointing out the legal position in this matter.

I come next to the recommendation of the States Reorganisation Commission. As I said yesterday, I do not presume to know the mind of the Commission and why the Commissioners said that their first proposal was that as far as possible about 50 per cent. of the new entrants for entry to the all-India services should be from outside the State. As far as I know, this has not been observed very much. There has been hitch in the working of this 50 per cent. rule.

I would like to make another point. If you want to have real integration, it will result only when people from North India go to South India and the

people from South India come to North India. How does it normally work? We have already a region in the South, comprising Madras, Andhra, Mysore and Kerala, and in many respects they already form one region for the purpose of this 50 per cent. rule and many times many people when they opt, they opt from these three or four States only, with the result that the national integration that we contemplate as a whole, on an all-India basis, does not and would not really result. If, for instance, people from Rajasthan opt to serve in Uttar Pradesh, that does not really mean very much of national integration. The result will be more if people from, say, Andhra Pradesh go to U.P. and a number of people from U.P. go to Andhra Pradesh. Therefore, I would like to make this suggestion that at least 25 per cent. of the people should be from outside the zone itself so that it will help greater integration.

Coming to the recommendations of the States Reorganisation Commission, they said that an Indian Service of Engineers, an Indian Forest Service and an Indian Medical and Health Service might be constituted. I have not been able to understand—and they have not given the reasons—why only for these subjects these services should be constituted. I have not been able, Mr. Deputy Chairman, to understand why for our forests there should be an All-India Forest Service at all. Of course, forests have to be developed just as many other things have to be developed; but the setting up of an All-India Forest Service cannot be considered a step essential for the development of our forests in the various areas. I am not convinced, Mr. Deputy Chairman, that the creation of an Indian Forest Service by itself is going to be very useful either for national integration or for emotional integration or for the developing of our forests. No reasons have been given. I would like either from one of the members of the States Reorganisation Commission who is here, or from the

[Shri T. S. Avinashilingam Chettiar.]

Government, to know why they think that forests should be given this precedence. I would like the number of these Services to be minimised.

Now, Sir, I come to another aspect of these all-India services. I along with a few other Members of Parliament had an occasion to visit the Mussoorie Training School for the Indian Administrative Service, and to be honest, to be frank, Sir, it was very disappointing. There, Sir, I had a talk with Mr. Jha, the Director of the School. We had also a talk with some of the other staff members. We saw, Sir, that many of the rooms were stinking and dirty. And that is not the standard of cleanliness at a place where we train our all-India services people. From a discussion that we had, Sir, we could find that there was a great deal of snobbery in the trainees. Some of the members of this Training School visited some Community Development centres—we had occasion to discuss it in a committee of the Community Development Ministry . . .

MR. DEPUTY CHAIRMAN: It is a different matter.

SHRI T. S. AVINASHILINGAM CHETTIAR: It is not a different matter. It has reference to all-India services.

MR. DEPUTY CHAIRMAN: It is beyond the scope of this Resolution.

SHRI T. S. AVINASHILINGAM CHETTIAR: It is all-India services and the training of these All-India Services people is bound to be in a place like this, and I do not think it is irrelevant, Sir. The training given to the members of the all-India services is relevant in a discussion on this subject.

Now, Sir, the visit of these people to those Community Development centres and their attitude to the service there was such that the Community Development people thought

that these people were not qualified to do Community Development work. and I say, Sir, if this is the sort of All-India Services that you are training, making them a superior service, giving them the idea that they are superior to the ordinary people and the ordinary services, then, Sir, it is a very wrong way in which we go about their training, and if the institution of all-India services merely means that a new variety of the old castes is coming up when the old castes in our country are dying in many ways, that an all-India services caste is coming up as the most superior caste, and if this is the kind of snobbery that is noticeable in them, then whatever is necessary to be done to abolish this sort of snobbery must be done, and these three services, if instituted, should not again become another caste or another sub-caste of a superior caste in the form of a Forestry caste or Doctorate caste or a Health caste. . . .

SHRI SANTOSH KUMAR BASU (West Bengal): Like the old Indian Medical Service.

SHRI T. S. AVINASHILINGAM CHETTIAR: So, Sir, these are things about which we must think a great deal when we make the scheme for such Services.

There is one other matter about which I should like to say. Today, apart from the old civilians, maybe these all-India services or anything else, among them there is too much toeing the line of the other people in authority. Now, Sir, in these trainees we want a set of officers who are not only intelligent, who are not only clever, but who have integrity, who will stand by their views, who will not look after their prospects for which they will agree with everything that their superior authorities say. But this is what is happening in the country today. There is too much toeing the lined and there is too little independence in the Services, and I would like that the training of at least these superior services, as you

style them, should be such that they will have the highest integrity. It is for them to obey but it is for them also to put in writing flatly what they feel about a subject so that if a contrary decision is taken at a level above theirs, their writing will indicate that the decision was taken against their views. But they must have the courage to put it on paper so that the decision will be taken in spite of their say, and will be the responsibility of the people who are above them.

Sir, I do not like to say very much more. I am for these all-India services though I am not convinced that there is need for the Indian Forest Service, and while generally supporting this Resolution I would like to say that, when the scheme is made, there should be the fullest possible discussion with the State Governments, and only after obtaining their agreement, whatever legislation is necessary must be introduced in this House.

PANDIT HRIDAY NATH KUNZRU: (Uttar Pradesh): Mr. Deputy Chairman, Sir, I welcome the Resolution that the Home Minister has moved. It is quite possible that some people may object to certain aspects of it, but I frankly regret the turn given to the debate yesterday by Shri Santhanam and Shri Bhupesh Gupta. Sir, Shri Santhanam asked whether Government was sure that this was the proper time for bringing forward such a Resolution. Now, Sir, it is well known that the State Reorganisation Commission recommended in 1955 that the three Services mentioned in the Resolution should be reconstituted on an all-India basis. It is also known that the States opposed this particular recommendation for several years. If, however, after six years the Chief Ministers assembled in a conference presided over by the Prime Minister agreed to this recommendation, we should welcome it instead of criticising it. If after six years of opposition to it the State Chief Ministers

agreed to it, it may be supposed that they feel that they will be able to carry their Legislative Assemblies with them. It is the business of every Chief Minister to keep his hand on the pulse of his Legislative Assembly. But it is quite possible that the opposition or a certain section of it might not be in favour of such a measure. Well, it should always be possible for the opposition, I mean it will be open to the opposition to ask for a discussion on the subject, and I do not think that any wise Chief Minister will disallow the request for discussion of the matter.

Now it is said that the Legislative Assemblies should be consulted before this Resolution is passed. And what is this Resolution? What is the legal position? The legal position, Sir, is that when a resolution is supported by not less than two-thirds of the members present and voting that it is necessary or expedient in the national interest so to do, Parliament may by law provide for the creation of one or more all-India services common to the Union and the States. Now the passage of this Resolution does not mean that the Government of India is bound to act immediately without knowing the views of the Legislatures of the States and what is more, Sir, it is not necessary in this case, for, those matters in respect of which the State Legislatures have to be consulted are mentioned in the Constitution. Now are we to set up a convention that the State Legislatures should be consulted even in those matters in respect of which the Constitution authorises us to act after following a certain procedure? We may well allow public opinion to be expressed on any important topic, but I do not think, Sir, that we should allow the position of the Central Government, as laid down in the Constitution, to be weakened by taking action on the decisions by this House dependent on the goodwill of the States. Sir, I say this for a very good reason. Take, Sir, the present all-India services. Now, nobody will say that the maintenance of law and order in any State

[Pandit Hriday Nath Kunzru.] has been weakened because of the fact that there are All-India Services connected with this problem. But if the Central Government were to declare that the matter is open to further consideration and that the State Legislatures might consider whether the existence of such services is desirable, I am not at all sure that notwithstanding the experience that we have gained all Legislatures will vote in favour of the existing system.

SHRI M. H. SAMUEL (Andhra Pradesh): Perhaps Dr. Kunzru might remember that the three subjects for which services are now being constituted are State subjects under the Constitution

PANDIT HRIDAY NATH KUNZRU: Well, I understand this objection but what does it mean? Law and order too is a State subject primarily. Whenever any question with regard to the use of the police on a particular occasion is raised, the answer of the Government is that the maintenance of law and order is primarily the responsibility of the State Governments. There is, therefore, no inconsistency on the part of the Government in asking that more all India services may be constituted to deal with certain subjects which are under the control of the State Governments. Besides, Sir, the constitution of an all India service with regard to a particular subject does not mean that that subject is transferred from the State List to the Central List. The subject will still be Constitutionally under the control of the State Governments. Consequently questions of policy which my hon. friend, Shri Santhanam, raised can still be discussed by the State Legislatures. The constitution of the three all-India Services mentioned in the Resolution will not debar the State Legislatures from laying down proper policies with regard to public works, health and the exploitation of the wealth of forests. There is no reason, therefore, to think that

if we agree to the Resolution before us now we shall interfere in any way with the autonomy of the States. In fact, the Reports of the Union Public Service Commission show that the Central Government even in regard to the all-India services has shown too much regard for the opinions of the State Governments. People who should have been dealt with in accordance with the recommendations of the Commission have been allowed to continue as before merely because the State Governments were in their favour or . . .

SHRI T. S. AVINASHILINGAM CHETTIAR: Will the hon. Member kindly explain it further?

PANDIT HRIDAY NATH KUNZRU: I suppose the hon. Member reads the Reports of the Union Public Service Commission. The Union Public Service Commission has sometimes held that an officer punished by a State Government was not guilty of any act which required such punishment or had said that a particular officer should be warned or reprimanded or that his conduct should be taken notice of in some other way but the Central Government has not always acted on its recommendation. It has paid more regard to the views expressed by the State Governments than to the views of the Union Public Service Commission.

SHRI SANTOSH KUMAR BASU: May I ask for one clarification with regard to this particular point?

Resulting from this line of argument of my friend, Pandit Kunzru, if a Central Government officer dealing with law and order in the States takes an independent and impartial line on his own, will it be tolerated by the State Government and by the local people or will he be sent away to the Centre as has been done frequently?

PANDIT HRIDAY NATH KUNZRU: That is my complaint. Even where an all-India service has been constituted, the Centre has been too mild in dealing with the attitude of the

State Governments towards the officers belonging to the all-India Services. If it were a question only of differences between the judgment of the Central Government and the judgment of a State Government, one could understand the Central Government trying to satisfy the State Government, that it was prepared to give full consideration to its views but when any question of disciplinary action arises, the Union Public Service Commission is always consulted and here, therefore, there ought to be little hesitation on the part of the Central Government in acting even in opposition to the views of the State Governments. I understand the fear expressed by my friend, Mr. Basu, that if a Central officer acts in a crisis in an impartial manner, he might be regraded as *persona non grata* by the State Government but then it is the business of the Central Government to help him and if it does not, then it is a clear failure of the duty of the Central Government.

SHRI K SANTHANAM (Madras): Can it not be said the other way, the officer acting wrongly and the State Government being in the right.

PANDIT HRIDAY NATH KUNZRU: As I have said, the Central Government has generally acted in accordance with the views of the State Governments. After all, some regard should be paid to the opinions of the Union Public Service Commission. The Commission is neither partial to the Central Government nor to the State Government, and it may be presumed that it is not partial to the officers whose cases it has to consider.

SHRI BHUPESH GUPTA (West Bengal): But what about the State Public Service Commission?

PANDIT HRIDAY NATH KUNZRU: I am dealing with the all-India services and my friend's question is, therefore, not relevant to the matter that we are discussing.

SHRI BHUPESH GUPTA: They may have to say how these all-India services should function with regard to State matters

MR. DEPUTY CHAIRMAN: Order, order.

PANDIT HRIDAY NATH KUNZRU: It is quite a far fetched objection.

I should like to deal with one more matter and that is about the creation of an All India Forest Service. It is obvious that the forests are a very important economic asset of our country and the development of this source is absolutely essential at this time. . .

SHRI T. S. AVINASHILINGAM CHETTIAR: All that is agreed. That forests are important wealth of this country is agreed.

PANDIT HRIDAY NATH KUNZRU: . . . and its exploitation, therefore, in the manner best suited to the interests of this country is also necessary. It is obviously desirable, therefore, that in so important a matter, the Central and the State Governments, which are concerned with the making of economic plans, which are concerned with the carrying out of that in co-operation with one another, should be jointly responsible for all operations connected with the development of our forest wealth. I cannot say what discussions took place among the members of the State Reorganisation Commission when this matter was discussed but I can assure my hon. friend, Shri Chettiar, that this matter was fully considered by the Commission before this recommendation was made. Indeed, some of us would have liked that there should be an all-India service for Education too but we felt that if we went beyond what I may call the economic services the opposition of the State Governments might make it impossible for the Central Government to act on our recommendation. I for one would like to see an all-India Education service created.

**SHRI K. SANTHANAM:** What about the Agricultural Services which has been recommended?

**PANDIT HRIDAY NATH KUNZRU:** That is another matter.

**SHRI K. SANTHANAM:** Is there any service in the State which is not equally important? So, all of them may become Central.

**PANDIT HRIDAY NATH KUNZRU:** If the State Governments agree to the constitution of an all-India service dealing with this matter, the Central Government will have to take note of it. At the present time there is no rift between the Central and the State Governments with regard to the development of agriculture. Both sets of Government realise how important this development is but if a question arises in future with regard to the constitution of an All-India Agricultural Service, I am sure it will be dealt with then on its merits. However, taking the present situation into account, I have no doubt that the Resolution put forward by Shri Lal Bahadur is well timed and that it should be acted upon as early as possible.

**THE MINISTER OF HOME AFFAIRS (SHRI LAL BAHADUR):** Sir, my task has been made much lighter by the speech which has just now been made by Dr. Kunzru. As He has said, I was also a bit surprised to hear the remarks of my valued colleague, Shri Santhanam. He said that he represented a particular State in this House. It is true that he does represent a particular State but when he comes to this House he, as a Member of Parliament, of course, keeping the interests of the State concerned, has to function in a much wider context and he will have to keep the interests of his State in view most certainly but it will not be in any way incompatible with the interests of the country as a whole. So, while functioning in this House, we have to bear the interests of the State in mind we have also to

take an all-India view of things because it is much more important that the country as a whole is kept intact and we are able to work unitedly but this should not mean that the interests of the State will be injured in any way. This matter, as Dr. Kunzru has just now said, was considered for quite a long time. For the last six or seven years this matter has been under discussion with the Chief Ministers and others concerned, the officers also, but they did not agree to this proposal. It clearly means that they gave full thought to it; they were seriously considering this matter amongst themselves and ultimately when they came to this conclusion, and felt the need for it they agreed. These three All-India Services would definitely be useful for every State as well as for the country.

Article 252 of the Constitution clearly says that in certain matters the Legislatures have to be consulted. If two or more State Legislatures are of opinion that there are certain matters with respect to which Parliament has no power, then in that case it is definitely provided in article 252 that the State Legislatures have to be consulted but article 310 which deals with the services does not contain any provision for the State Assemblies being consulted. So, it is really not necessary in this case to have consulted the State Legislative Assemblies. When the Chief Ministers speak, as Dr. Kunzru has said, they speak on behalf of their Governments. Mr. Chettiar said that the whole scheme should have been circulated to the State Governments. We are going to do exactly the same thing. I do not want to take a very technical view of what is provided in the Constitution. Mr. Chettiar said that once a Resolution is passed in the Rajya Sabha, the Government of India is free either to consult the State Governments or not. I made it clear definitely yesterday that we have prepared the full scheme which will be sent to the State Governments.

Naturally then, it will not only be the Chief Ministers but the entire Cabinets that will consider this scheme and come to their own conclusions. So, they will get ample opportunity to consider the whole scheme and make their suggestions. The important point is that we have to frame the legislation. The important aspect of the matter is the framing of legislation and the rules, etc. In that connection also, I would make it clear to Mr. Chettiar that we will have to bring in a new Bill for this, altogether a new Bill and not an amendment of any old Act. It is just possible that we may have to hold a number of discussions—although I do not want to delay the matter on this account—either at the officers' level or even at the Chief Ministers' level. We may have to have some discussions with them before the scheme is finalised.

Sir, the general question was raised by Shri Santhanam that we want to have more of Central services and that we want to curtail and weaken the State Governments. Of course, individually, I am not at all in agreement with any such idea; it is not a question of individual views, even on behalf of our Government I can say that we believe in decentralisation of our administration. We have gone down to, I think, the maximum extent possible in so far as this problem is concerned. I do not want to refer to the Panchayats and others but so far as the State Governments are concerned, I think we consider their autonomy as something sacred and their sanctity is sanctioned and assured. This vast country cannot be properly ruled otherwise if we want to function in a democratic way. Of course, if there is not to be democratic set-up the whole pattern will change but if democratic functioning is to be there, we will have to respect the autonomy of the State Governments, and I am surprised that any doubts should have been created in the mind of Shri Santhanam that the Government of India wants to move in some other direction or that in an

indirect manner is trying to centralise things. Mr. Santhanam also referred to the language difficulties. The language difficulties are there but the all-India services, both the Administrative as well as the Police, when they are functioning in every nook and corner of the country, the magistrates are posted in every district, whether in the hilly region or in the various other regions, the police have also to function in every area of our country, they have to come in contact with the people. If they do not know the language, they have to learn the language and, as I mentioned the other day, I am glad that our officers are trying to learn the language of the area in which they have to serve but if there is some deficiency—I do not say that they are all perfect—we have to make every effort to see that our officers do learn and not only learn but follow the language so that they are able to work efficiently in the area they have to serve. And they cannot do so really because to remove their grievances they must know their language. For the time being English is there. So long as English is there, it will serve as a common language but it is possible that in the course of the next four or five years some difficulties might arise because every State Government is trying to develop its regional language and the administration will also then be run mostly in the regional language. Therefore, we are making every effort to implement the three-language formula, regional language, English and Hindi. Every State Government has accepted this formula; it has not only been accepted but an attempt is being made to implement that scheme. And implementation will have to start immediately. Certain difficulties may be there; they will have to be removed but the basic approach has to be that there should be one common language which could be understood throughout the country. It will take time but during this period, that is, the next ten or fifteen years, English is there which can come to our help and rescue.



SHRI K. SANTHANAM: May I point out to the hon. Minister that English is practically disappearing from the subordinate services of every State?

AN HON. MEMBER: How does it matter if it disappears?

SHRI LAL BAHADUR: They will not belong to the subordinate service but as they will have to deal with people they will surely learn the language of that area. It should be easier for these high-placed officers; they must learn. If the Englishmen in the old days could learn Hindi, not only Hindi but even *pahari*, it should be easy for these people also. I remember mostly in U.P. English I.C.S. officers—when they joined service and came to India they were generally posted in the hilly districts for climatic and other reasons and. . .

SHRI BHUPESH GUPTA: You want that kind of knowledge of the language?

SHRI LAL BAHADUR: You must admit that they did know Hindi; it is a different matter that they may not be experts. Sometimes I feel that we should take a lesson from them. If friends from West Bengal could pick up Tamil or Telugu, it will really be a good thing. At least the good points of Englishmen we must accept and adopt; there should be no objection to that.

SHRI JASPAT ROY KAPOOR (Uttar Pradesh): Is not the regional language taught to the all-India service officers during their period of training—I mean the language of the area to which they are to go? I suppose that is the practice.

SHRI LAL BAHADUR: Yes; it is being taught but even those who are serving at present must also pick up while serving. So the question of language should not, I think, create any special difficulty but if difficulties are there, they will have to be removed.

I also agree with Mr. Chettiar that we should not confine ourselves to zones, the officers being transferred within the zone from one State to the other. I shall greatly welcome that officers from the north should go to the south and those from the south should go to the east or to the west, and in regard to these services we should bear that in mind. Anyhow we have to proceed slowly in these matters.

SHRI M. H. SAMUEL: As regards this question of language Hindi is being very largely understood in the southern States and there should not be much difficulty as far as language is concerned.

SHRI LAL BAHADUR: Exactly, I said that. English is there. After all we are laying a good deal of stress on English and as you know all the scientific and technical words will have to be in English. That is our decision. Even if the regional language is adopted, all the technical and scientific terms have to be mostly in English and the English words will have to be adopted and accepted.

SHRI A. D. MANI: May I ask the Home Minister whether the creation of these Services does not necessarily mean that the all-India language Hindi and English as an associate language will continue to be enforced at the State levels because this point which Mr. Santhanam raised yesterday was a fundamental point? If the language of administration is going to be the regional language, the all-India services cannot function. So I take it that the creation of these Services would mean that Hindi and English would continue to be enforced at the State levels as the language of administration.

SHAH MOHAMAD UMAR: It is really surprising that my friends are bracketing English with Hindi. It cannot be bracketed with Hindi because Hindi is the national language.

SHRI M. H. SAMUEL: I meant Hindi was being largely understood; not English, and I said there won't be much difficulty about languages.

SHRI LAL BAHADUR: Anyhow both the languages should be understood, Hindi as well as English. I am talking of the interim period. Ultimately, of course, there has to be one language.

But I do not quite agree with Mr. Mani. We cannot impose any language on any State Government. Suppose they adopt a particular regional language for purposes of administration, we cannot object to that; we cannot rule it out. But what is important about the all-India services is that these officers should know all the three languages, English, Hindi, as well as the regional language of the area they have to work in.

SHRI P. N. SAPRU: (Uttar Pradesh) May I ask whether it is not possible that we strike a *via media* in this matter? Let us have recruitment made on an all-India basis and leave the actual day-to-day control over the Services to the States.

SHRI SANTOSH KUMAR BASU: That is the position already.

SHRI LAL BAHADUR. Now, Mr. Chettiar said that he did not understand the justification for the Forest Service. Dr. Kunzru has already mentioned about forests being our national asset, and it is essential that we should keep in view the requirements of the whole country in so far as these forests are concerned. I might also mention that afforestation or deforestation in one State may have considerable effect on another State. For instance, the flood control schemes in the Damodar Valley require that in order to prevent serious floods in West Bengal there should be afforestation in the upper reaches of the Damodar and its tributaries in Bihar. Further I would also like to

add that higher forestry training and research are even now centralised at the Forest Research College and Institute at Dehra Dun which shows that forestry is the field which is particularly suitable for an All India Service. These are the special reasons on account of which we thought of creating this new Service and the State Governments readily agreed.

RAJKUMARI AMRIT KAUR: May I be permitted to ask one question? I want to know whether the question of an All-India Agricultural Service was also considered.

SHRI LAL BAHADUR: Yes; it was considered but not agreed to. In fact, there was not much discussion on this; yet it was referred to in our discussions and the Chief Ministers were agreeable to the creation of only these three Services. Dr. Kunzru has already referred to the Police Service and he said that the All-India Police Service has not in any way stood in the way of a decentralised police administration. I also want to add nor has the existence of an All-India Administrative Service in the field of general administration stood in the way of increased decentralisation in the sphere of general and departmental administration. The fact that there is an all-India service does not mean that the members of a service belonging to the cadre of a particular State are not fully under the operational control of the State Government. A member of an All-India Service carries out the orders of the State Government in the same way as a member of a State Service. The fact that there is common recruitment, common conditions of service and provision for rotation between the Central and the States, while conducive to efficiency and better understanding between the Centre and the States does not have, even in the slightest degree, a harmful effect on decentralisation of planning, programming and execution, etc.

[Shri Lal Bahadur.]

Mr. Chettiar said that our services are in the habit of toeing the line. Well, if he really wants to build up and raise the standard of the services, he should be more agreeable to the creation of all-India services. I entirely agree with him that our services should be able to express their views independently and frankly and it should be for the Ministers also to accept this position. Of course, the Minister is entirely and ultimately responsible for taking the final decision, but he should be in a mood and be always prepared to listen to the views expressed independently and frankly by the Secretary or any other officer. That relationship has to be built up. And I personally think that that is the best thing. If the services are to function in a dignified manner and if the Ministers also want to get free and frank views, this relationship will have to be further developed, and I think the formation of all-India services will definitely help in that direction.

I might also mention about the National Academy, where our Indian Administrative Officers get their training. He referred to the stinking rooms etc. He may be right because the space available there is very inadequate and only recently, during the last month and a half, I have been considering this matter, whether the School should be shifted from Mussoorie to some other place. We need much more space. I had occasion recently to go to Mount Abu and I saw the Indian Police Training College. It has a building in Mount Abu. There the position is much worse than what it is in Mussoorie. It is essential, therefore, that these two institutions should be shifted to some other place. We are giving thought to this matter. We are discussing it with some departments, President's Estate, etc. Dehra Dun is one of the places where these institutions could be shifted. We would certainly like to provide much greater

space to these institutions, so that the necessary facilities are made available to those who get their training in these places.

As regards snobbery, etc. I need not say much. It is an obvious mistake. As I was saying just now, the officers have to completely change their outlook and approach in the present context. To an extent I also feel that a revolutionary change has yet to come about amongst the officers, if they have to function in the rural areas and if they really want to serve the best interests of the people. I am also not much impressed when I go to these institutions and find that there they consider themselves as high class, top officers and more attention is paid to what kind of arrangements are made there, what kind of uniform is used, whom they should meet and with whom they should eat. These are things which are most unimportant. I expressed these views in Mount Abu itself and I said that they should give up all such habits. I agree that a radical change will have to be brought about in this direction.

SHRI BHUPESH GUPTA: But then some such things are practised in Delhi. The hon. Minister knows it. Protocol, precedence, who sits at which end of the table, all these things are there.

MR. DEPUTY CHAIRMAN: Order, order.

SHRI LAL BAHADUR: I am referring to officers. While I say all this, it must be admitted that these very officers are functioning in every nook and corner of the country. In the Community Development Blocks they are working. They are doing every kind of work. You go there during floods, you go there at other times and other occasions. These officers are doing all the developmental work and they have made considerable progress. For all these developments it

is these officers who are mostly responsible. A change is coming about, but the change has to be quicker. I myself agree that it should be quicker still.

I have nothing further to add except this. Shri Bhupesh Gupta made some observations about the Central Government using the members of the all-India services in Kerala against the Communist Government of that State. Of course, I need not say that the charge was wholly unfounded. His real complaint perhaps was that the Communist Government in Kerala found it rather difficult to bend the members of the all-India services to their will.

SHRI BHUPESH GUPTA: No, Sir. They were asked to submit secret reports over the head of the Ministers.

(Interruptions.)

MR. DEPUTY CHAIRMAN: Order, order.

SHRI LAL BAHADUR: Well, I think we should feel proud that the all-India service, in spite of a Communist Government being there, functioned in an independent manner. And I say that they should do so in the case of any Government, whether the Government is run by the Congress, P.S.P. or Communist, whichever party may be there. The Services are the bedrock and base of our administration and if they work honestly and independently, the people will be better served. Thank you.

MR. DEPUTY CHAIRMAN: Do you accept the amendment?

SHRI LAL BAHADUR: No, Sir.

MR. DEPUTY CHAIRMAN: Do you press your amendment, Mr. Kapoor?

SHRI JASPAT ROY KAPOOR: No, Sir. I beg leave of the House to withdraw my amendment.

*\*The amendment was, by leave, withdrawn.*

MR. DEPUTY CHAIRMAN: I shall put the Resolution to the vote. Under article 312 of the Constitution this Resolution has to be passed by a two-thirds majority. So there will be a division.

*\*For text of amendment, see col. 1301 of Debate dated the 5th Decem-*

SHRI K. SANTHANAM: Obviously the whole House is in favour of it.

MR. DEPUTY CHAIRMAN: Let it be recorded. The question is:

"That this House do resolve in pursuance of clause (1) of article 312 of the Constitution that it is necessary and expedient in the national interest that Parliament should by law provide for the creation of the following All-India Services common to the Union and the States and regulate the recruitment, and the conditions of service of persons appointed, to each of these Services, namely:—

(i) the Indian Service of Engineers (Irrigation, Power, Buildings and Roads);

(ii) the Indian Forest Service; and

(iii) the Indian Medical and Health Service."

*The House divided.*

MR. DEPUTY CHAIRMAN: Ayes—109; Noes—1.

AYES—109

Abdul Rahim, Shri

Abid Ali, Shri

Agarwala, Shri R. G.

Agrawal, Shri J. P.

Akhtar Hussain, Shri.

Ali, Shri Hakim

Ali, Shri Mohammad

Amrit Kaur, Rajkumari

Anis Kidwai, Shrimati

Annapurna Devi Thimmareddy, Shrimati

Ansari, Shri Faridul Haq

Anwar, Shri N. M.

Arora, Shri Arjun

Banerjee, Shri Tara Shankar

Bansi Lal, Shri

Barlingay, Dr. W. S.  
 Basu, Shri Santosh Kumar  
 Bedavati Buragohain, Shrimati  
 Bharathi, Shrimati K.  
 Bhargava, Shri M. P.  
 Bisht, Shri J. S.  
 Chatterji, Shri J. C.  
 Chaturvedi, Shri B. D.  
 Chauhan, Shri Nawab Singh  
 Chavda, Shri K. S.  
 Chettiar, Shri T. S. Avinashilingam  
 Das, Shri N. K.  
 Dave, Shri Rohit M.  
 Deb, Shri S. C.  
 Desai, Shri Janardhan Rao  
 Deshmukh, Shri R. M.  
 Dey, Shri S. K.  
 Dharam Prakash, Dr.  
 Dikshit, Shri Umashankar  
 Dwibedy, Shri Bairagi  
 Ghose, Shri Surendra Mohan  
 Gilbert, Shri A. C.  
 Gurudev, Shri  
 Himatsingka, Shri P. D.  
 Iyer, Shri N. Ramakrishna  
 Jairamdas Daulatram, Shri  
 Jugal Kishore, Shri  
 Kalelkar, Kakasaheb  
 Kapoor, Shri Jaspat Roy  
 Kaushal, Shri J. N.  
 Kishori Ram, Shri  
 Krishna Kumari, Shrimati  
 Krishnamachari, Shri V. T.  
 Kulkarni, Shri G. R.  
 Kumbha Ram, Shri  
 Kunzru, Pandit Hirday Nath  
 Lakshmi Menon, Shrimati  
 Latif, Shri Abdul  
 Lohani, Shri I. T.  
 Mahesh Saran, Shri  
 Malkani, Shri N. R.  
 Mani, Shri A. D.  
 Mathen, Shri Joseph  
 Maya Devi Chetty, Shrimati

Menon, Shri K. Madhava  
 Misra, Shri S. D.  
 Mitra, Shri P. C.  
 Mohammad, Chaudhary A.  
 Mohammad Ibrahim, Hafiz  
 Naik, Shri Maheshwar  
 Nair, Shri K. P. Madhavan  
 Nallamuthu Ramamurti, Shrimati T.  
 Narasimha Rao, Dr. K. L.  
 Neki Ram, Shri  
 Paliwal, Shri Tikaram  
 Pande, Shri T.  
 Parmanand, Dr. Shrimati Seeta  
 Patel, Shri Dahyabhai V.  
 Patil, Shri Sonusing Dhansing  
 Pawar, Shri D. Y.  
 Punnaiah, Shri Kota  
 Pushpalata Das, Shrimati  
 Raghubir Sinh, Dr.  
 Reddi, Dr. B. Gopala  
 Reddi, Shri J. C. Nagi  
 Reddy, Shri S. Channa  
 Reddy, Shri M. Govinda  
 Saksena, Shri Mohan Lal  
 Samuel, Shri M. H.  
 Santhanam, Shri K.  
 Sapru, Shri P. N.  
 Satyacharan, Shri  
 Seeta Yudhvir, Shrimati  
 Shanti Devi, Shrimati  
 Sharda Bhargava, Shrimati  
 Sharma, Shri Madho Ram  
 Sherkhan, Shri  
 Shervani, Shri M. R.  
 Shetty, Shri B. P. Basappa  
 Singh, Thakur Bhanu Partap  
 Singh, Sardar Budh  
 Singh, Shri D. P.  
 Singh, Shri Jaswant  
 Singh, Shri Mohan  
 Singh, Giani Zail  
 Sinha, Shri B. K. P.  
 Sinha, Shri R. P. N.  
 Tankha, Pandit S. S. N.

Tripathi, Shri H. V.  
 Tumpalliwar, Shri M. D.  
 Umair, Shah Mohamad  
 Violet Alva, Shrimati  
 Yajee, Shri Sheel Bhadra  
 Yashoda Reddy, Shrimati

## NOES—1

Misra, Shri Lokanath

*The Resolution was adopted by a majority of not less than two-thirds of the members present and voting.*

MR. DEPUTY CHAIRMAN: The House stands adjourned till 2.30 P.M.

The House then adjourned for lunch at six minutes past one of the clock.

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The House reassembled after lunch at half-past two of the clock, MR. DEPUTY CHAIRMAN in the Chair.

## ANNOUNCEMENT RE ARREST OF DR. A. SUBBA RAO

MR. DEPUTY CHAIRMAN: I have to inform the Members that the following communication has been received from the Superintendent of Police, Cannanore:—

“I have the honour to inform you that I have found it my duty, in the exercise of my powers under section 56 of the Criminal Procedure Code, to direct that Shri A. Subba Rao, Member of the Rajya Sabha, be arrested being a member of the unlawful assembly while picketing the office of the Sub-Collector, Kasargod, Kerala, and

causing wrongful restraint to the members of the staff and public.

“Shri A. Subba Rao, Member of the Rajya Sabha, was accordingly arrested and taken into custody at 10.50 A.M. on 2-12-61 and is at present lodged in time in Sub Jail, Kasargod (Kerala).”

SHRI BHUPESH GUPTA (West Bengal): Sir, I would request you to get more particulars about this thing and also discuss the situation in Kerala which has led to his arrest.

## MOTION RE CHINESE INCURSIONS

SHRI B. K. P. SINHA (Bihar): Mr. Deputy Chairman, Sir, I move:

“That the situation arising out of the latest incursions by the Chinese into the Ladakh region in Indian territory be taken into consideration.”

I move this motion more in sorrow than in anger. I am sorry at the perfidy of an erstwhile friend, I am sorry at their craftiness. I am sorry also at the innocent faith that we reposed in them and which we even now seem to repose in them. This faith, in my opinion, ignores the true character of the Chinese Communist Government. The true character of this Government was indirectly exposed in the recent Soviet Communist Party Congress and directly exposed in the developments thereafter. The actions of this Government are based on the political philosophy of Stalin and Trotsky rolled into one. I have nothing to say about the policy of Stalin. It is for the Chinese people to decide whether they will accept the internal policy of this Government or not. But what I am concerned with is the manifestations of the Trotskyite aspects of the foreign policy of this Government. There was one great thing about the policies that Stalin pursued. He believed in building up socialism in his country,