

**ANNUAL REPORT (1960-61) OF THE  
DAMODAR VALLEY CORPORATION AND  
RELATED PAPERS**

THE MINISTER OF STATE IN THE MINISTRY OF IRRIGATION AND POWER (SHRI O. V. ALAGESAN): Sir, I beg to lay on the Table, under subsection (5) of section 45 of the Damodar Valley Corporation Act, 1948, a copy of the Annual Report and Accounts of the Damodar Valley Corporation for the year 1960-61, together with the Audit Report thereon. [Placed in Library. See Nos. LT-276/62 and LT-277/62.]

**NOTIFICATIONS UNDER THE ESSENTIAL  
COMMODITIES ACT, 1955**

THE DEPUTY MINISTER IN THE MINISTRY OF FOOD (SHRI A. M. THOMAS): Sir, I beg to lay on the Table, under subsection (6) of section 3 of the Essential Commodities Act, 1955, a copy each of the following Notifications of the Ministry of Food and Agriculture (Department of Food):

- (i) Notification G.S.R. No. 876, dated the 25th June, 1962, publishing the Rice (Punjab) Price Control Order, 1962.
- (ii) Notification G.S.R. No. 877, dated the 25th June, 1962, publishing the Rice (Madhya Pradesh) Price Control Order, 1962.
- (iii) Notification G.S.R. No. 878, dated the 25th June, 1962, publishing the Rice and Paddy (Assam) Price Control Order, 1962.
- (iv) Notification G.S.R. No. 879, dated the 25th June, 1962, publishing the Rice (Uttar Pradesh) Price Control Order, 1962.
- (v) Notification G.S.R. No. 962, dated the 18th July, 1962, regulating the selling price of Rice and Paddy in the State of Orissa.

- (vi) Notification G.S.R. No. 1023, dated the 24th July, 1962, publishing the Uttar Pradesh Paddy and Rice (Restriction on Movement) Amendment Order, 1962.

[Placed in Library. See No. LT-279/62 for (i) to (vi).]

**ALLOTMENT OF TIME FOR CON-  
SIDERATION OF MOTION RE  
ELEVENTH REPORT OF THE UNION  
PUBLIC SERVICE COMMISSION**

MR. 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 3½ hours for the consideration of the Government motion regarding the Eleventh Report of the Union Public Service Commission.

**MOTION RE ELEVENTH REPORT OF  
THE UNION PUBLIC SERVICE  
COMMISSION**

THE MINISTER OF STATE IN THE MINISTRY OF HOME AFFAIRS (SHRI B. N. DATAR): Sir, I beg to move:

"That the Eleventh Report of the Union Public Service Commission for the period 1st April, 1960 to 31st March, 1961, together with the Government's Memorandum thereon, laid on the Table of the Rajya Sabha on the 18th June, 1962, be taken into consideration."

Sir, you are aware that under the Constitution it is for the President to appoint a Public Service Commission for the Union just as it is for the Governors in the various States to appoint Public Service Commissions for their own respective States. Accordingly here in India before the Constitution we had what was known as the

[Shri B. N. Datar.] Federal Public Service Commission. After the commencement of the Constitution we name the Union Public Service Commission. They have been carrying on their work with great industry and impartiality and therefore, before I deal with certain aspects of the matters to which reference has been made in the Report, I should like to express Government's deep gratitude to the Chairman and the other Members of the Commission for the labour that they have to spend upon the numerous problems that are referred to them so far as service matters are concerned. Now, you must have seen, Sir, that during the last twelve years the work has expanded beyond all proportions. That was the reason why the number of Members of the Union Public Service Commission was increased and a considerable staff has been placed at their disposal.

I might also at this stage point out that though under the Constitution it is the duty of the President to appoint the Commission and though it is our duty, as far as possible, to follow the advice given by the Commission, there arises certain circumstances where in the interest of administrative efficiency, and in the public interest also, it becomes necessary for us to depart from the advice that the Union Public Service Commission gives us. Such cases, however, are extremely rare. I have before me a tabular statement regarding the number of cases that were referred to the Union Public Service Commission for their considered opinion and the extremely small number of cases in which Government had to depart from such advice. I might give the figures here for the information of the hon. Members. In 1950-51, 3,251 cases were referred to them for advice which was accepted in almost all the cases excepting six. In the subsequent year, out of 5,000 odd cases there was departure from their advice only in respect of one case. Similarly, in the subsequent years the number of departures were

2, 4, 1, 1 and 1 respectively, though the number of cases referred to them had increased by about three times. It was 8,676 in 1957-58 and 16,121 in 1958-59. Government had the unique privilege of accepting all the recommendations that the Union Public Service Commission had made in 1957-58 and 1958-59. We differed in respect of one case only in 1959-60 and so far as the year under Report is concerned, Government differed in four cases though in respect of one, as I shall be explaining to the hon. House, there was difference of opinion regarding the interpretation of certain rules with regard to the examinations. Thus you will find, Sir, that though opinions had to be called for in respect literally of thousands of cases in this year—the total number of references was 12,800—Government accepted the view of the Union Public Service Commission in respect of 12,796 cases and differed from them only in respect of four cases.

Here also, under the Constitution, when the Government considers it necessary to depart from the advice tendered by the Union Public Service Commission, Government have to present a Memorandum to the hon. Houses of Parliament explaining the circumstances why they were led to depart from the opinion given by the Union Public Service Commission. This has been done in the present case also. Along with the Report that was placed before the Houses of Parliament, Government presented also to Parliament a Memorandum on the Eleventh Report of the Union Public Service Commission. Now, in respect of these four cases, hon. Members will see that Government had certain strong grounds for departing from the advice that the Union Public Service Commission gave and I am confident, Sir, that the Report of the Union Public Service Commission, along with the Memorandum, will give us a picture to show that on the one hand the Union Public Service Commission have been carrying on their work in a highly efficient manner and on the other hand we are also in a position

to show the utmost respect to the Commission consistent ultimately with the obligations that we owe to both the Houses of Parliament so far as public interest is concerned and so far as certain administrative matters are concerned.

With these preliminary words I would pass on to point out what the U.P.S.C. have stated. Now, under the Constitution in respect of specified matters dealing with service it is the obligation of the Government to call for advice from the U.P.S.C. after placing all the relevant circumstances before them. Now, there are certain matters where obviously on account of the necessities of the case such reference could not be made and therefore in the Constitution itself a provision has been made for exempting certain matters from the need for consultation with the U.P.S.C. There also may I point out that whenever these rules or regulations were framed we had a prior consultation with the U.P.S.C. and generally with their agreement only a few matters have been exempted from the need for such consultations. Ordinarily either under the rules made in this respect or in a large number of cases on account of the convention that we have developed we consult the U.P.S.C. and as I have pointed out we give the greatest measure of respect and importance to them as is clear from the extremely small number of cases where their advice had to be departed from and in such cases we have mentioned the circumstances for a proper assessment of the position by the hon. Houses of Parliament.

Now, usually in the former Reports reference was made in some cases strongly about temporary appointments and may I point out here that the criticism that the U.P.S.C. had offered in this respect has been followed to a large extent but there are certain difficulties more or less of an unavoidable character where it does not become possible for Government to anticipate whether a particular Department or a Ministry would be

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continued for a period of more than a year or so or whether that particular appointment which in the first instance Government thought it would be for only a few months would be found necessary to be continued beyond a period of one year. Now, in such cases with the consent of the U.P.S.C. certain very valuable rules for the guidance of Government Departments were evolved. According to them if, for example, a particular appointment was of a duration shorter than one year then it was open to the Government to make this appointment in the first instance. Thereafter if after finding the position as to how the circumstances stood, after a period of six months if the Government came to the conclusion that the appointment was likely to be permanent, then it was the duty of the Government Ministries and Departments to intimate the fact to the U.P.S.C. and, when it becomes necessary, to send in requisition for the particular appointment so far as the Department or the Ministry is concerned. Normally, this procedure is generally followed and may I point out to this House that the kind of criticism that we had in the earlier Reports of the U.P.S.C. is not found in the present case though they point out certain cases where such matters were not brought to the notice of the U.P.S.C. in time. The only argument that I can advance in this respect is that the Government Departments are many and the Government Ministries are also numerous and often times it becomes impossible for the authority concerned to anticipate with any measure of certainty that a particular appointment will last for a year or for more than a year. That is the reason why in certain cases in respect of such temporary appointments either the communications are not sent in time or sometimes they are delayed also.

It will also be seen that the U.P.S.C. have referred to what they have called delayed appointments or delayed offers of appointments. Now, ordinarily when we request the U.P.S.C.

[Shri B. N. Datar.] to advertise certain posts, they have to hold an examination. The examination in some cases might be in the form of a written examination or an oral examination popularly called the personality test. After going through all these formalities the U.P.S.C. makes recommendations in respect of a post or in respect of a number of posts or categories of posts. In such cases after the recommendations are received the Government have to take the matter through certain imperative formalities. For example, the medical examination of the person to whom the offer of appointment has to be made has to be gone through. The verification of character has also to be made and one has to understand whether he is going to accept the appointment or he is not going to accept the appointment. So far as the first two matters are concerned, we have to deal with a very wide country and the candidates to whom the appointments are to be offered may perhaps be living at the other end of India. Under these circumstances with the good offices of the State Governments we have to carry through certain formalities and only after they are over the offer of appointment can be made. It is true that in a few cases perhaps we can say on theoretical grounds that the delay could have been at least curtailed if not completely eliminated but such cases are not many. For the assiduity that the U.P.S.C. has spent in pointing out to us the cases in which there have been such delayed appointments or delayed offers of appointment, may I point out that in view of the very large number of appointments that the Government has to make and the total number of Government servants is very large—as you are aware it may be in the neighbourhood of about two million—when appointments have to be made in these circumstances, our policy is to avoid all delays as far as possible, generally accept their recommendations and act upon them. Here and there there may be certain delays but they are generally of an inevitable

nature taking into account the circumstances under which they have to be made.

The next point that should be understood in this connection is that when the Government feels that certain appointments have to be made, then the particular Ministry or Department notifies their requirements to the U.P.S.C. who start the further formalities of issuing notifications, fixing the dates for examination, etc. In the meanwhile, as you are aware, the Government are always anxious to see that wherever it is possible on economic grounds either such appointments are not made or at least the period of such appointments curtailed. That is the reason why in the Ministry of Finance we have a special unit known as the Economy Unit. Now it is the function of this Unit, it is the constant duty of this Unit, to find out as to whether it would be possible to dispense with a certain appointment and though formerly a requisition had been made still the Government after a full consideration might come to the conclusion that either a particular post should not be immediately filled at all or it should be filled after a certain lapse of time considering the need for it, if it arises at a future date. It is under such circumstances though formerly the Department or the Ministry had made a requisition for getting recommendations from the U.P.S.C. certain circumstances subsequently might arise according to which either the post would not be found to be necessary to be filled at all or the Government might find it possible to have the work done with the existing staff. In such cases naturally in the interests of economy, in the interests of the avoidance of further wastage, the Ministries or the Departments inform the U.P.S.C. that the particular requisition might be cancelled. It is under such exceptional circumstances—and the number of such cases is very few and far between—that such requisitions have to be cancelled and the U.P.S.C. informed that no further proceedings are necessary. In this respect.

Then, Sir, in 1957 the U.P.S.C. made a very valuable suggestion on which the Government have acted. Often times the requirements of Government are not in terms of one or two but are actually in terms of a mass of appointments. In such cases it was suggested by the U.P.S.C. in or about the year 1957 that when appointments requiring a particular qualification were to be made by the various Ministries and Departments and where in particular the qualifications were almost the same, the Government should have a machinery for finding out beforehand, before the new year had started, what the requirements of the various Ministries would be in bulk and request the U.P.S.C. also to make recommendations in bulk. Now, that was a very valuable suggestion on which the Government have acted. In my Ministry we have got a special division for dealing with this, what is known as the Manpower Directorate. There what is done is this: Long before the new year is to begin, we request the various Ministries to assess their requirements as accurately as possible and where these requirements are with the same qualifications, then they are coupled together. Then, the U.P.S.C. is approached well in time before these posts are filled in, to make what may be called mass recommendations. As you will see, this was a novel experiment and we accepted the U.P.S.C.'s recommendation in this respect and we have started the work with a fair measure of success. Here in this case we are dealing with mass recruitment. We have to find out or assess the mass requirements and then approach the U.P.S.C. As I have pointed out, oftentimes on account of circumstances beyond one's control, the necessary measure of co-ordination is not forthcoming. All the same we have insisted on the various Ministries concerned that they should plan well in time, that they should have what may be called forward planning so far as their manpower requirements are concerned. You will agree that in a welfare State we require a number

of persons for carrying out Government's welfare schemes. That is the reason why this new experiment has been undertaken and may I point out that on the whole it has been fairly successful, though here and there, in certain cases sometimes, the cooperation is not available in time or it comes after some delay. And I am prepared to assure you that the suggestions that the U.P.S.C. have made in respect of forward planning and co-ordination will be kept in view fully. As I pointed out, there is a special department for this purpose and we are trying our best to see that the efforts of the U.P.S.C. are not wasted, as far as possible, that they are economised when our requirements are brought under a common unit. Therefore, so far as this suggestion is concerned, Government are prepared to accept it and try their best to see that it is fully given effect to without giving any cause for wastage of effort so far as the U.P.S.C. is concerned.

Then, one of the most remarkable features of the present Report and one of the trends in recent times has been the significant rise in the number of appointments from the Scheduled Castes and Scheduled Tribes. It is a very ticklish problem. Now, under the Constitution, as you are aware, a certain percentage of posts is reserved for Scheduled Castes and Scheduled Tribes. These are the only two communities for which the Government of India have made certain reservations, generally on the basis of their population. Now, this is both in respect of the Central Services and the All India Services, of which we have at present two, namely, the Indian Administrative Service and the Indian Police Service. A certain percentage was fixed so far as the All India Services and the Central Services were concerned. Another principle also was laid down that in the interests of the efficiency of the Services, such reservations should be only at the recruitment stage and should not be at the promotion stage.

[Shri B. N. Datar.] That is a matter with which I need not deal, because there has been a judgment of the Supreme Court, which is under our respectful examination so far as their views on this Question are concerned. But for the present purpose, may I point out that certain percentages were reserved for these communities.

As you are aware, the Scheduled Castes have been suffering from social disabilities. The Scheduled Tribes have been suffering from isolation. Now, the members of these communities were absolutely illiterate. Therefore, while the Government took in hand certain constructive measures for spreading literacy amongst them, they were also anxious that something more should be done for raising the intake of the members of Scheduled Castes and Scheduled Tribes in the Government Services. Now, this intake was extremely low and, therefore, Government felt that something more has to be done, in addition to making such reservations. Now, it was found that the boys and girls in these communities and tribes were brought up in certain highly uncongenial environments and, therefore, their general knowledge was lacking compared to what the members of the other communities had. That was the reason why the Home Ministry took up this question about four or five years ago of supplementing their equipment by a special training. For that purpose we had approached the various Universities. The Allahabad University was prepared to start what we can call a tuition course. Before the candidates appeared at the regular all-India competitive examination held by the U.P.S.C., certain selected candidates were made to go through a certain course with a view to giving an all-round equipment so far as such candidates were concerned. And with the co-operation of the Allahabad University a special hostel was established. Special tuition courses were also started and the results have been extremely gratifying during the last three years. Now, it was contended

that candidates from the South found it difficult to go to Allahabad all the way from their places. Therefore, a proposal has now been accepted that a similar centre should be opened in the South also. We are in correspondence with the State Government and it is quite likely that in the course of the next few months we shall have another tuition course on the same lines as the Allahabad University has. May I point out that this has been done with a view to seeing that the Scheduled Caste and Scheduled Tribe candidates do not lag behind and that on the basis of their own intellectual and other equipment they stand the test of the U.P.S.C. examination in as fair and satisfactory a manner as possible. We are spending more than Rs. 75,000 per month on this tuition fee. In addition to having a big hostel at a cost of Rs. 2,50,000 at Allahabad, there all the tuition and all the other charges are entirely borne by the Government. And I am extremely gratified to find that it has begun to yield very good results, as the Report of the U.P.S.C. itself will show. I need not go through the various figures. The figures have been rising in a remarkable manner.

It is true that some more time is needed so that they can hold their own with the members of the other communities. But compared to the small figure, small intake that we had before this experiment was started, the figures that we are having during the last three years are extremely encouraging. They will show that the Scheduled Caste and Tribe candidates are in a position to hold their own so far as even the other communities are concerned. That is an extremely gratifying result that we find, and reference has been made by the U.P.S.C. to this on pages 8 and 9. There they have pointed out that a number of Scheduled Caste and Tribe candidates have been gradually coming up. In effect, as it is pointed out on page 6, 32 Scheduled Caste candidates and 11 Scheduled Tribe candidates were recommended on the results of the I.A.S. etc. Examination,

1960. Formerly, hardly one or two were recommended, and unfortunately in certain cases they could not make any recommendations though in our rules for the I.A.S. and I.P.S. we had laid down that consistent with the minimum standards of efficiency they should relax our rules for the purpose of making recommendations so far as the Scheduled Castes and Scheduled Tribes are concerned. That has been referred to in this Report at page 9:

"The Commission are alive to the need for stimulating the intake of candidates belonging to Scheduled Castes/Tribes in Government services in respect of posts reserved for these communities. For such posts, competitive selection is normally confined to candidates belonging to these communities in the first instance, and, at the time of selection, maximum relaxation of the standard of suitability compatible with the maintenance of efficient administration is kept in mind."

This is exactly in accordance with what has been laid down in article 335 of the Constitution. There also similar expressions have been used, and Government have been following it up by making rules that consistent with the maintenance of suitable standards there should be as large an intake of candidates from Scheduled Castes and Tribes as possible. That is being followed here and it is not only in the I.A.S. and I.P.S. but in the Central Services also, and I am very glad that even in some of the so-called technical Services the Scheduled Castes and Tribes are having their proper place, and I am looking forward to the time when they would satisfy the requirements in a still larger measure and hold their own so far as the other communities are concerned. This is, as I stated, one of the most gratifying features of the present Report.

Then, Sir, there was another point that was often raised on the floor of this House and the other House.

It was as to the utility or otherwise, and if so the extent of such utility, so far as the oral tests or the personality tests were concerned. Now,

[THE DEPUTY CHAIRMAN in the Chair]

as you are aware, the U.P.S.C. are holding a number of examinations, and they are grouped together and called the All-India Competitive Examinations. Two of them are of the all-India type, namely, the I.A.S. and the I.P.S. There are also other Central Services. There are certain specialised Services so far as the Railways, transport, etc., are concerned. They have a common examination with an option to the candidates' concerned to accept the one or the other or to opt for a certain Service. In addition to the written test there was the personality test also, and We had discussions about this on the floor of this House when the former Reports were under consideration. Some hon. Members suggested that the personality test was sometimes an erratic test in the sense that they pointed out certain instances where a student had done well so far as the written part of the examination was concerned and then he had been plucked because his performance in the personality test was extremely poor. Therefore, strong opposition was voiced in this House and the other House. Government considered the whole matter and relaxed the rules to a certain extent. The former principle was that apart from passing in the written test it was necessary for a candidate to pass in the personality test also, otherwise he stood the risk of failing in the examination altogether. This particular rigid rule was done away with in the year 1957, and what was done was whatever marks the candidate obtained in the personality test were added on to the marks that he had obtained in the written test, and then the result depended upon the calculation of both the sets of marks, and therefore there was no possibility of his failing altogether in the final examination because he failed in the personality test. Now this question is being fur-

[Shri B. N. Datar.] ther pursued because even now sometimes we hear complaints, and some of them are not entirely unfounded. It is contended that the personality test ought to be followed to the minimum extent possible. Now, what has been done is this. So far as the I.A.S. and I.P.S. are concerned, the total number of marks for the personality test is 400, and so far as the Central Services are concerned it is 300. A proposal has been made to Government that the total marks for the personality test should be further reduced. This is a matter on which we have to consult the U.P.S.C. and they are examining the whole question as thoroughly as possible, and therefore at this stage it would not be open to me to say what the trend of the final decision is likely to be in this respect.

SHRI M. RUTHNASWAMY (Madras) : May I ask the hon. Minister what percentage of the total marks is allotted to personality test?

SHRI B. N. DATAR: That is what I stated. Now, there is no question of that. All these marks are added on.

SHRI M. RUTHNASWAMY-. What is the proportion?

SHRI B. N. DATAR: It is 400 for the I.A.S. and I.P.S.

SHRI M. RUTHNASWAMY: Out of a total of . . .

SHRI B. N. DATAR: We have not laid down any minimum.

SHRI M. RUTHNASWAMY: What are the total marks?

SHRI B. N. DATAR: Total, in some cases it is 1800, in some cases it is 1300 odd. I shall give the exact figures also.

SHRI K. SANTHANAM (Madras): What are the marks for the written test?

SHRI B. N. DATAR: They are more than two-thirds. I shall give the marks if you like. I have not got the marks here before me but I shall give the total marks. Now, there is no question of minimum marks. Formerly, he had to obtain a certain minimum number of marks for passing at the examination, and if he failed in the personality test, he failed in the examination altogether. For the I.A.S. the total number of marks is 1450 plus 400, and for other examinations of the Central Services it is 1050 plus 300. These are the marks, and the question is whether it should be further reduced.

SHRI N. SRI RAMA REDDY (Mysore) : What are the factors influencing the personality?

SHRI B. N. DATAR: That is what I was saying. If the hon. Member had waited for two minutes, I would have explained. So far as the personality test is concerned, what is done is—I attended one of their interviews—they want to find out whether the man has a promising personality—not that he has a personality because he is just about 21 or 22 or he is just in the earlier portion of his age. Therefore, what the U.P.S.C. by their oral examination try to find out is whether at the time he has a personality which is promising enough to make him an efficient administrator especially in this field. That is the criterion. Therefore, they want to know, firstly, what his general equipment or general knowledge is; secondly, how he has been thinking about the problems of the day and thirdly, whether he is of a sufficiently strong temperament to go through certain difficult duties that might be entrusted to him when he is put in charge of, say, a district or even a division subsequently. So, these are the various factors that have to be taken into account. In addition to this what they do is they ask him to write extempore an essay on a certain topic which is of common occurrence. Then they try to hold also what you may call a debate between him and some other person so as to



know whether he is in a position to develop the idea in the first place and present it properly before others. So, it is a fairly rigid test with a view to finding out whether there is a beginning of personality in him. You cannot say that personality has developed in him at that stage. These various tests are to see whether he can deal with the subject, and they are of such a nature as to induce a belief in the examiner that here they have a promising personality which is likely to develop into a full-fledged personality needed for official work.

SHRI A. D. MANI (Madhya Pradesh) : On a point of information. This procedure which the Minister describes of a man having an argument, is it the procedure for the 9,000 candidates interviewed for the I.A.S. or is it a special performance staged for the benefit of the Home Minister when he went to witness the test? I have a set of rules with me.

SHRI E. N. DATAR: Though the total number of candidates is 9,000, now actually there is a process of further screening or elimination. They have to pass through a written test and those who pass through the test satisfactorily, it is only they who are invited for an interview or personality test. Therefore, the number is not so large as the hon. Member suggests, though the number is fairly large, and I might say that the members of this interviewing committee carry on their work in as conscientious and objective a manner as possible. There is no desire to put the candidate at a disadvantage. Sometimes young people get nervous. Then they are put at ease. Then they have to answer the questions in as effective a manner as possible. Therefore, one view is that there ought to be a personality test because sometimes what happens is that when there is a written examination, it is perfectly possible, at least in extreme cases, that a man may get the highest number of marks by cramming even. But so far as the personality test is concerned, the can-

didate is directly in the presence of the examiners and he spends at least half an hour—in some cases more also—and they try to put him at ease with a view to understanding what he is capable of. That is the personality test. It is not a matter which can be very easily solved. There are difficulties here and there. Once upon a time the matter was extremely difficult. A very large number of students who had obtained even first class marks in the written tests failed to pass in the personality test. That was the reason why, on the desire of the hon. Members of both the Houses, we took up this question and made the personality test a qualifying examination and not a competitive exam

ination in the sense that failure in the personality test did not automatically amount to failure in the whole examination, and these marks were added on. A further suggestion has been made that the number of these marks should be further reduced, to 200 and 150 in respect of these two groups. Now, that is a matter . . .

SHRI B. D. KHOBARAGADE (Maharashtra) : May I know whether any effort has been made . . .

THE DEPUTY CHAIRMAN: You will have your chance. Let him finish.

SHRI B. D. KHOBARAGADE: On a point of information. I want to know whether any investigation has been made into the cases of Scheduled Caste and Scheduled Tribe candidates . . .

SHRI B. N. DATAR: That is what I have stated already.

SHRI B. D. KHOBARAGADE: Let me finish my question.

SHRI B. N. DATAR: I would request the hon. Member to be present when I start speaking so that he can understand the whole thing.

SHRI B. D. KHOBARAGADE: I want to elicit some information from the hon. Minister and he is not giving it.

SHRI B. N. DATAR: In fact, I have explained the whole position and so far as the . . .

SHRI B. D. KHOBARAGADE: I want some information from the hon. Minister, Madam. Let him understand my question and then say . . .

THE DEPUTY CHAIRMAN: What is the question?

SHRI B. D. KHOBARAGADE: The hon. Minister should not be so impatient.

THE DEPUTY CHAIRMAN: What is the question?

SHRI B. D. KHOBARAGADE: So far as the Scheduled Caste and Scheduled Tribe candidates are concerned, they passed a written examination successfully and brilliantly and obtained first class marks. But we find that they miserably failed in the personality test. So, I wanted to know from the hon. Minister whether he has tried to investigate such cases and find out why the Scheduled Caste and Scheduled Tribe candidates miserably failed in the personality test.

SHRI B. N. DATAR: I have already answered this question and if the hon. Member had been here or had been attentive, he would have followed me. I have told the House that the U.P. S.C. themselves have found that the results in respect of the Scheduled Caste and Scheduled Tribe candidates are encouraging and they have made it very clear on page 9, to which I again invite the attention of the hon. House, where they have stated that they apply the maximum relaxation so far as the standards are concerned, provided they are compatible with the maintenance of efficient administration. This is the principle that we follow.

THE DEPUTY CHAIRMAN: As for the personality test?

SHRI B. N. DATAR: So far as the personality test is concerned, I may point out that formerly the number of failure was very large because of the unfortunate environment in which these candidates were brought up. That was the reason why we took up this question and now we find that the results have been extremely encouraging because of their training at the school at Allahabad where they undergo a course of training for about ten months or so, and generally, their equipment comes almost to the same standard as that of the candidates from other communities. That is the very reason why from two or three, the number has now come to 32 in the case of Scheduled Caste candidates and 11 in the case of Scheduled Tribe candidates. So far as these examinations are concerned . . .

THE DEPUTY CHAIRMAN: How much more time would the Minister take?

SHRI B. N. DATAR: I will finish before one of the clock.

श्री विमलकुमार मन्नालालजी चौरडिया  
(मध्य प्रदेश) : एक घंटा तो अभी ले लिया  
और एक घंटा बाद में चाहियेगा और बाकी  
में सब लगे।

THE DEPUTY CHAIRMAN: You have taken . . .

SHRI B. N. DATAR: I have no objection to curtail my speech. For the benefit of hon. Members . . .

SHRI RAJENDRA PRATAP SINHA (Bihar): We shall have no objection to extend the time. Let the hon. Minister take his own time, because he has given . . .

SHRI B. N. DATAR: As this is a technical subject dealing with a number of administrative matters, I thought that I might explain the whole position to the hon. House. If the hon. House does not desire, then I shall reply . . .

THE DEPUTY CHAIRMAN: How much more time would you take?

SHRI B. N. DATAR: I shall finish before one of the clock. That is what I have stated. That means, that I have got ten minutes more.

So, I was explaining about the personality test and I need not say more because the House, I believe, is now in a position to understand what our ideas of a personality test are.

Now, one of the points on which we had to depart from the advice of the U.P.S.C. was with regard to the extent of the probationary period particularly in so far as the I.A.S. and I.P.S. candidates were concerned. In respect of the I.A.S., the present period is one year. It was considered necessary that before they were confirmed, they ought to have some more experience at the district headquarters. At present as the House is aware, we are having the National Academy of Administration at Mussoorie. There they pass through certain courses of training for about one year and ultimately they are confirmed and then they are sent to the districts. It was found that besides the training that these candidates were having at the National Academy of Administration they required further experience. That is the reason why we laid it down with the consent of the U.P.S.C. that the period ought to be two years, so that one year at the Academy and further one year's actual work and experience at the district and other headquarters in the State will give us a complete idea as to whether this probationer is fit enough to be confirmed as a full-fledged officer. Now, that has been accepted. Then, what was decided was that the period should be reduced to a certain extent so far as the three chances were concerned.

Another aspect of this question was, formerly there were three chances for a candidate to appear at these examinations. Now these three chances were reduced to two, because the U.P.S.C.

and the Government agreed that the mental equipment, whatever it was, within two years, ought to be more than sufficient to understand whether he is fit or is not fit. After that was accepted, the question arose as to in what way these two chances should be given. Now, so far as the examination that we are holding is concerned, it consists of a number of examinations meant for various Services. Now, there is, what you may call, grouping of the three Services (1) I.A.S./I.F.S. (2) I.P.S. and (3) Central Services. Now, in respect of these there are different papers; in respect of these the results are announced differently, and, therefore, what we stated was that a candidate should not be deprived of the opportunity to appear at an examination only because he had appeared at one of the other competitive examinations—not in all. For example, a man may have appeared in the examination for the Central Services but he may not have given any preference so far as the I.A.S. or the I.F.S. was concerned. Therefore, what we in the Government did, in spite of the advice of the U.P.S.C., was that we divided the examination into three categories and we stated that a candidate ought to have two chances so far as the particular examination taken is concerned; he must have appeared twice at the particular category of examinations before he could be disqualified therefor—after a period of two years. Therefore, you will find that we had strong grounds for departing from the advice of the U.P.S.C.

Then there is one more point regarding re-employment of retired personnel. Now, this question also has a history. You are aware that in the adjoining State of U. P. they had raised the age of superannuation from 55 to 58; and on the one hand the Government of India was asked to follow this, and on the other hand there was the consideration that if the age of superannuation were extended to 58, then a number of young officers would have no chance of rising to the highest. The Central Pay Commission's Report was received and then the

[Shri B. N. Datar.]

whole matter was considered, and Government came to the conclusion that the age of superannuation at 55 should be retained as it was, but that specially in respect of technical personnel Government should liberally grant extensions or give re-employment only in exceptional cases. This is the policy that was announced by the Government of India after the Central Pay Commission's Report had been received and duly considered. Therefore, sometimes what happens is that while it is true that youngsters ought to have a chance Government also, on the other hand, ought to have the advantage of the mature experience and wisdom of these officers which Government would IOSP if they were compelled to retire at 55. That is the reason why Government have kept to themselves the power to grant extensions year by year in cases where, as has been stated, the officer is physically and mentally fit. That question was examined and then decided and therefore, in certain cases, it is open to Government to grant extensions or, in other cases, re-employment. That is the reason why in a few cases, even beyond the age of 55, at which a man was normally to retire. Government have granted extensions in public interest, or granted re-employment because the Government felt that his services were useful to the community.

SHRI K. SANTHANAM: May we have the number of such cases and their proportion to the number of people who retired?

SHRI B. N. DATAR: I shall give it.

THE DEPUTY CHAIRMAN: Just five minutes more.

SHRI B. N. DATAR: It is only in exceptional cases; the number is not very large. I myself had occasion to look into such cases. The number is not much; yet I shall supply the exact number. What I am submitting is that even in this respect Government have to take into account the exigen-

cies of the service and the indispensability of the particular man who had considerable wisdom and ripe experience so far as his actual work is concerned. Under these circumstances Government followed the middle path of granting extension or re-employment only in a few cases, but generally a man has to superannuate at 55.

Now, I need not refer to the other cases where some complaint has been made by the U.P.S.C. We have filed a Memorandum and there we have explained the whole position, and I am confident that hon. Members will see that we have strong reasons for departing from the advice of the U.P.S.C. I am inviting Parliament's attention only to page 5 of our Memorandum. That will show how in a particular case the U.P.S.C. had recommended a particular lady officer but Government found that she was not suitable at all. This has been made clear there.

"The candidate selected by the Commission was never associated with any scheme for training women workers."

That was part of her duty but this lady had no experience at all. That is point number one against her.

"The reports on her work while employed under a State Government showed that she had no background in village work and liked to sit in office and issue orders rather than go into the villages for doing work herself by giving directions on the spot."

SHRI NAFISUL HASAN (Uttar Pradesh): Were these qualifications and requirements given in the advertisement issued?

SHRI B. N. DATAR: Yes, the whole thing had been mentioned, that her services were required in connection with village work, that she was expected to train the village workers.

"The reports also showed that she lacked sense of responsibility and never cared for efficiency and work.

In 1955 she was censured for an irregular posting which caused loss to the Government. Her subsequent performance was also not considered satisfactory."

This is the type of candidate who was recommended by the U.P.S.C. I am quite confident, Sir, that all of you would agree that it would have been highly improper on our part to have appointed her . . .

SHRIMATI MAYA DEVI CHETTRY (West Bengal): May we know her name?

SHRI B. N. DATAR: I would not mention her name; it would not be fair. I can give you the name but it would not be fair. Ultimately Government are responsible for carrying on the administration and for maintaining the highest standards of efficiency. Therefore, Sir, when certain recommendations are made and if conscientiously Government think that the recommendations are not correct, it is not merely the privilege, it is the duty of the Government to depart from such advice and make proper appointments. That is the reason why in four out of ten thousand odd cases we had to depart from the U.P.S.C.'s advice.

Lastly, Madam, I again desire that we place on record our gratitude to the U.P.S.C. for the very difficult work that they do in a very highly conscientious manner.

The questions *was* proposed.

THE DEPUTY CHAIRMAN: There are seventeen names. The time allotted by the Chairman was 3½ hours. One hour is over; 2½ hours remain. If the House desires extension of time we would cut down the lunch time by half an hour.

SHRI B. N. DATAR: Let us have the lunch time and let the extension be beyond 5 o'clock. Let it go on even after 5, and if it is not possible today, I shall reply tomorrow.

THE DEPUTY CHAIRMAN: Tomorrow I do not think . . .

SHRI RAJENDRA PRATAP SINHA: May we know what time he will take to reply?

SHRI B. N. DATAR: It depends upon the volume of objections that the hon. Members will raise.

SHRI SATYACHARAN (Uttar Pradesh): I would rather suggest that the proceedings conclude at 5-30 P.M. It may be extended by half-an-hour, but pray do not cut the lunch hour. This is all the respite that we have.

THE DEPUTY CHAIRMAN: If the House so desires the House will sit till 5-30 P.M. The House adjourns till 2-30 P. M. The House then adjourned for lunch at one of the clock. The House reassembled after lunch at half-past two of the clock, the VICE-CHAIRMAN (SHRI M. GOVINDA REDDY) in the Chair.

SHRI B. N. DATAR: Mr. Vice-Chairman, Sir, I shall give the marks separately so far as these examinations are concerned:

	Written	Personality	Total
	test		
I.A.S. & I.F.S.	1,450	400	1,850
Central Services	1,050	300	1,350
I.P.S.	850	300	1,150

AN HON. MEMBER: For I.A.S.?

SHRI B. N. DATAR: I.A.S. and I.F.S. together 1,850.

THE VICE-CHAIRMAN (SHRI M. GOVINDA REDDY) : There are 16 speakers on the list. We have only 180 minutes with us. We have to give some time to the Minister for reply.

SHRI B. N. DATAR: About 20 minutes. I do not want more.

THE VICE-CHAIRMAN (SHRI M. GOVINDA REDDY) : Hon. Members will try not to exceed ten minutes each.

**श्री विमलकुमार मन्नालालजी चौर-  
ङ्गिया :** माननीय उपसभाध्यक्ष महादय, मेरा ख्याल है कि आप मुझे १५ मिनट देंगे क्योंकि इसके बारे में मैंने प्रस्ताव भी रखा था।

THE VICE-CHAIRMAN (SHRI M. GOVINDA REDDY) : Try to finish as early as possible after ten minutes.

**श्री विमलकुमार मन्नालालजी चौर-  
ङ्गिया :** उपसभाध्यक्ष महादय, संविधान के अन्तर्गत शासन पर नियंत्रण करने के लिये जो चार एजेंसियाँ, न्याय विभाग, विधान मण्डल, लेखापाल और लोक सेवा आयोग, हैं उनमें से लोक सेवा आयोग का कार्य भी महत्वपूर्ण है। लोक सेवा आयोग उस काम में अपना एक बहुत बड़ा हिस्सा अदा करता है और अगर इन एजेंसियों के बन्धन कुछ ढीले हो जाते हैं तो शासन में उच्छ्वलता आ जाती है और उसका परिणाम यह होगा कि हमारा प्रशासन ठीक नहीं रह सकेगा।

आज जब इस लोक सेवा आयोग के प्रतिवेदन का देखते हैं तो ऐसा प्रतीत होता है कि हमारा शासन कुछ अधिकार प्राप्त करने का प्रयास कर रहा है और जो नियम उसको बांधने के लिये लागू हैं उनको वह ढीला करवाना चाहता है और उनको वह तोड़ना भी चाहता है। कुछ इसके उदाहरण लोक सेवा आयोग के प्रतिवेदन में दिये गये हैं। कुछ मामलों में तो लोक सेवा आयोग ने भी जो उसने चाहा उसमें सहमति दे दी और कुछ में शासन ने अपनी इच्छा के अनुसार नियुक्तियों के बारे में अधिकार ले लिया। यह बात पृष्ठ ३ पर दी हुई है और मैं उसको पढ़ कर दुहराना नहीं चाहता हूँ। उसमें आफिसर्स फार लयामेंटरी अफेयर्स इन दि मिनिस्ट्री आफ होम अफेयर्स के बारे में है और यह भी है :

"In view of the special circumstances involved in the maintenance of the Force, posts in the Central Reserve Police may be temporarily excluded from their purview for a period of three years."

इस बारे में उन्होंने सहमति दे दी है। मेरी समझ में नहीं आता है कि ऐसे कौन से विशेष कारण हैं कि इनके लिये शासन ने तीन साल का विशेष अधिकार रखना चाहा और पार्लियामेंटरी अफेयर्स के लिये तो बिल्कुल छूट ही मांग ली है। मेरी समझ में नहीं आता कि क्या हमारा शासन इन पदों के लिये लोक सेवा आयोग द्वारा चुने गये लोगों को उपयुक्त नहीं समझता या और क्या कारण है कि फोर्स के लिये तीन साल की छूट चाहता है और दूसरे के लिये पूरी छूट चाहता है। क्या कारण है कि फोर्स के लिये तीन साल की छूट चाहता है और उसके बाद किसी प्रकार की छूट नहीं चाहता ?

इसी तरह से इसमें रिक्रूटमेंट रूल्स के अभाव के बारे में कहा है। हमारा शासन, मिनिस्ट्री और डिपार्टमेंट सब मिल कर, परम्पराओं को तोड़ने तक को तैयार हैं। ऐसा रिमार्क पृष्ठ १४ पर इस रिपोर्ट में दिया गया है जो कि शासन के लिये और डिपार्टमेंट के लिये पूर्ण रूपेण लज्जा की बात है। इस तरह से अपने कुछ कारणों के लिये परम्पराओं को तोड़ना उपयुक्त प्रतीत नहीं होता। इसमें पृष्ठ १४ में आखिरी पैराग्राफ में बताया है :

"The disposal of cases by the Departmental Promotion Committees was often delayed by the lack of duly drawn up recruitment rules and, sometime, as the result of suggestions made by the Ministries or Departments for departures in particular cases from the rules or established practice. Departmental Promotion Committees could function much more efficiently if recruitment rules existed for all services and posts."

इसलिये मैं निवेदन करूंगा कि रिक्तमेंट रूल्स के बारे में इस प्रतिवेदन में जो सुझाव दिया गया है उसको श्रीमान् सीध्यातिशोघ्र कार्यान्वित करने की कृपा करेंगे तो अधिक उपयुक्त होगा ।

इसी तरह से समय पर नियुक्तियां न करने की बात है । अस्थाई नियुक्तियों के लिये यह प्राविजन है कि शासन द्वारा एक साल के अन्दर अन्दर कम से कम लोक सेवा आयोग को उसके लिये रेफरेंस कर लिया जाना चाहिये मगर यहां जो रिपोर्ट दी गई है उसमें कई केंसेज ऐसे हैं जिनमें कि रेफरेंस समय पर नहीं किया गया । यहां तक के केंसेज हैं कि डाई सा न तक उसमें रेफरेंस नहीं किया गया । यह बात मेरी समझ में नहीं आती । मन्त्री महोदय ने एक लम्बा चीड़ा भाषण तो दिया लेकिन यह नहीं बताया कि रेफरेंस न करने का कारण क्या है । आप चाहें तो रूल्स में परिवर्तन कर दें कि हम अपनी समझ से जिसको चाहेंगे अस्थाई रखा करेंगे और वर्षों तक अस्थाई रखेंगे और अपनी पोल चलाते रहेंगे लेकिन इस तरह से नियमों को तोड़ना और फिर यह कहना कि हम मजबूती से काम करना चाहते हैं कुछ ठीक प्रतीत नहीं होता है ।

इसी तरह से, इसके अतिरिक्त अनियमित रूप से की गई नियुक्तियों की एक लम्बी चीड़ी फहराते इसमें दी गई है । चूंकि समय कम है इसलिये उसको दुहराना नहीं चाहता हूं । तीन चार केंसेज के बारे में पृष्ठ १६ पर रेफरेंस है उनका जिनमें शासन ने जिन सिफारिशों को नहीं माना उसके बारे में अपना वर्णन दिया है और कहा है कि यह खुशी की बात है कि बहुत कम केंसेज ऐसे हैं जिनमें कि आयोग की सिफारिश को नहीं माना परन्तु एक केस को देख कर तो बड़ा विचित्र लगता है । हमारा जो दिल्ली म्युनिसिपल कारपोरेशन है, जो दिल्ली नगर निगम है, उसमें तो ऐसा लगता है कि राजनैतिक भ्रष्टाचार के कारण ऐसा किया गया और सारे के सारे केस को ही गड़बड़ में डाला गया । दिल्ली नगर निगम में सीनियर

म्युनिसिपल कौंसिल का पद ५०० से १,१५० रु० के ग्रेड का कायम किया गया था और उस पद पर नियुक्ति के लिये श्री पी० डी० भागव के नाम की सिफारिश की गई थी । इसके लिये २७ अर्जियां आई थीं और ११ को सेलेक्शन के लिये बुलाया गया था और उसके बाद श्री पी० डी० भागव के नाम की सिफारिश की । जब लोक सेवा आयोग की वह सिफारिश कारपोरेशन के पास गई तो वह कारपोरेशन को कुछ पैलेटेबिल नहीं लगी और उन्होंने वह सिफारिश वापिस की और कहा कि दूसरा नाम भेज दो । जब लोक सेवा आयोग ने उसी नाम पर इंस्टि किया तो उसको फिर वापस किया लेकिन जब देखा कि लोक सेवा आयोग उनकी इच्छानुसार अपना मत परिवर्तन नहीं कर रहा है तो फिर परिणाम यह हुआ कि उस योजना को ही बदल दिया और उसके बदले में यह तय किया कि हमको पैनल कायम करना है और उसके लिये रिक्तमेंटेशन की जाये । इसकी सीधी जिम्मेदारी हमारे शासन पर विधान के अंतर्गत नहीं आती है मगर यह अनियमिततायें होती हैं और निगम द्वारा ऐसी गड़बड़ी की गई तो इसके लिये हमारे शासन पर पूरी तरह से अप्रत्यक्ष रूप से जिम्मेदारी आती है कि इसके लिये जो अब निर्णय लिया है वह पहले ही लेना चाहिये था । काफी खर्च होने के बाद, एडवर्टिजमेंट होने के बाद उसको रद्द किया गया । ऐसा लगता है कि जब लोक सेवा आयोग ने डाल डाल पर चलना चाहा तो नगर निगम पत्ते पत्ते पर चला और इस तरह चल कर के लोक सेवा आयोग के जो प्रयत्न थे उनको भिट्टी में मिलाने का प्रयास किया । यह हमारे लिये प्रशंसा की बात नहीं हो सकती ।

हमारी सरकार में, जैसा कि हमारे मंत्री जी ने भी स्वीकार किया और जैसा कि रिपोर्ट में भी है कि सहकार—कोऑर्डिनेशन—का अभाव है और योजनायें ठीक तरह से बनती नहीं, चलती नहीं हैं । इसमें रिपोर्ट में मांगों के लिये दिया गया है—इरेटिक शब्द का प्रयोग हुआ है—कि मंत्रालयों और विभागों

[श्री विमलकुमार भन्नालालजी चौरडिया]  
 द्वारा ऐसी अनियमित मांगें नियुक्तियों के बारे में की जाती हैं जो कि उचित नहीं प्रतीत होतीं। एक ही पद के लिये कई बार मांग की जाती है, एक ही साल में कई बार मांग की जाती है। समझ में नहीं आता कि आजकल जब कि हम सब योजनायें योजनायें चिल्लाते हैं, योजना से सारा काम करते हैं, पंचवर्षीय योजना के बिना हम हिलना नहीं चाहते हैं तब नियुक्तियों के मामले में यहां बजट पास होने के बाद ही क्यों नहीं योजना बनाते। एक ही सरीखी नियुक्तियों के लिये पीसमील, टुकड़े टुकड़े करके, डिमांड करें यह उचित नहीं प्रतीत होता है। ऐसे कैसेबार बार होते जाते हैं और इसको रोकने के बारे में हमारे शासन की तरफ से कोई ध्यान नहीं दिया जाता है। एक ही योग्यता के, एक ही समान पद पर नियुक्तियों के लिये विभिन्न विभागों द्वारा जो अलग अलग से मांग की जाती है उसके लिये एक कोऑर्डिनेशन होना चाहिये। शासन को चाहिये कि एक साथ सब ऐसी नियुक्तियों के लिये कार्यवाही हो सके और एक साथ सबके लिये विज्ञापन वगैरह दिया जा सके। सब विभागों की मांग जहां तक सम्भव हो एक साथ प्रस्तुत करने का प्रयत्न करें तो खर्च में भी कमी होगी और काम भी ठीक चल सकेगा। विज्ञापन और परीक्षा वगैरह के हो जाने के बाद भी हमारी योजनायें बदलती हैं और कुछ ऐसे कारण हो जाते हैं कि नियुक्तियां नहीं होतीं। अभी अपने भाषण में मंत्री महोदय ने कारण बताया था कि एकानामी यूनिट कायम हो जाने की वजह से हमें कई मामलों को रद्द करना पड़ा है। इस रिपोर्ट में तो एकानामी यूनिट का आधार नहीं दिया गया है परन्तु यह निर्विवाद है कि कई प्रकरणों में योजनायें ठीक तरह से नहीं होने की वजह से विज्ञापन हो जाते हैं, अज्ञियां आ जाती हैं और तब वह कंसिल किया जाता है। यह उचित नहीं प्रतीत होता। कुछ प्रकरण ऐसे भी हैं जहां विज्ञापन हो जाता है, अज्ञियां आ जाती हैं, परीक्षण हो जाता है, इंटरव्यू हो जाता है और

यह भी निणय हो जाता है कि इन आदामयों को नियुक्ति दी जानी है और तब उनको रद्द कर देते हैं। हमारी सरकार की तो जरा सी कलम चलती है और लोगों के हजारों रुपये बर्बाद हो जाते हैं, फिर भी हम कहते जाते हैं कि हमारी योजनायें बड़ी सुन्दर हैं। मेरी समझ में नहीं आता है कि एकानामी यूनिट का कारण कैसा है? अभी मंत्री महोदय ने कहा है कि इसकी वजह से हमको रद्द करना पड़ा है। विज्ञापन देने से पहले ही इस एकानामी यूनिट से—जो आपकी कायम की गई है—काम ले लें तो आपकी बहुत ज्यादा बचत हो सकती है और हमारे जो बेचारे लोग एक प्वाइंट पर पिरैमिड बनाते हैं, एक जरा से बिन्दु पर आशा के महल खड़ा करते हैं कि हमारी नियुक्ति हो जानी है और उसके पीछे आने जाने में और दूसरी चीजों में हजारों रूपया खर्च कर देते हैं, वे भी बच सकते हैं। लेकिन आप एक दम से उसको समाप्त कर देते हैं और जरा से कलम के इशारे से कंसिल कर देते हैं तो यह उचित प्रतीत नहीं होता है।

इसी तरह से, ६३ व्यक्तियों को रखने के लिये योजना के अनुसार आप मांग करते हैं और आयोग द्वारा उसके लिये सिफारिश कर दी जाती है लेकिन जब सिफारिश कर दी जाती है तो उसके महीने भर बाद या दो महीने बाद आपको जो नियुक्ति करनी चाहिये वह नहीं करते हैं। इतने समय में आपको नियुक्ति कर देनी चाहिये मगर एक एक साल तक, डेढ़ डेढ़ साल तक, एक साल ११ महीने तक नियुक्ति के लिये आपकी आज्ञा नहीं जाती है। समझ में नहीं आता है कि आपकी योजना कैसी है। क्योंकि अगर इसको तमाशा बनाना हो तो मुझे कुछ कहना नहीं। यह आपकी प्रतिष्ठा के भी अनुकूल नहीं और इससे हमारी भी प्रतिष्ठा नष्ट होती है। इसलिये मैं अपेक्षा करूंगा कि जो संक्षेप में मैंने सुझाव दिये हैं उन पर शासन ध्यान देगा।

अब आयोग के बारे में मेरा कुछ निवेदन है। आयोग ने बड़ी मेहरबानी की कि इस में



हिन्दी को "आप्शनल" रखना प्रारम्भ कर दिया। मेरा एक नम्र निवेदन है कि जब हम संविधान में हिन्दी को मान्यता दे चुके हैं, उसको शासन की भाषा भी मानना हम तय कर चुके हैं तो ऐसी स्थिति में मुझे समझ में नहीं आता कि जब हम अपने कर्मचारियों को नियुक्त करने के लिये दूसरे विषयों में बहुत बड़ा कोर्स रख सकते हैं तो क्या हम उनके लिये यह अनिवार्य नहीं कर सकते कि वे थोड़ा सा हिन्दी पढ़ लिख और समझ सकें। कम से कम इतना हिन्दी का ज्ञान होना उनके लिये आवश्यक है। मेरे कुछ मित्र यह आक्षेप कर सकते हैं कि दक्षिण भारत से आने वाले व्यक्ति हिन्दी कैसे सीखेंगे। जिस तरह से वे अंग्रेजी सीख सकते हैं, जिस तरह से वे साइन्स सीख सकते हैं, जिस तरह से इतिहास सीख सकते हैं, जिस तरह से अन्य भाषा सीख सकते हैं उसी तरह कम से कम हिन्दी तो पढ़ने लिखने और समझने योग्य सीख सकते हैं। पढ़ने लिखने और समझने लायक हिन्दी का ज्ञान तो कोर्स में अनिवार्य रखना चाहिये। हिन्दी का जो बड़ा कोर्स है उसको अलग रखिये, इसके ऐच्छिक होने के लिये मुझे आपत्ति नहीं। इसलिये मैं विनम्र शब्दों में निवेदन करूंगा कि हमारा शासन आयोग को सुझाव दे—और हम भी आयोग को अपनी आवाज पहुंचाना चाहते हैं—कि हिन्दी पढ़ने, लिखने और समझने का ज्ञान प्रत्येक उम्मीदवार के लिये अनिवार्य रूप से होना आवश्यक है।

आयोग की रिपोर्ट में फिर इस वर्ष भी उल्लेख है कि झूठे कागजात और मिसरिप्रेजेंटेशन के आधार पर नौकरियां प्राप्त करने का प्रयास लोग काफी करते हैं। मुझे समझ में नहीं आता, बार, बार हमको इन शब्दों को लिखना पड़े। हमारे आयोग को चाहिये कि ऐसे केसेज में जो कि झूठे आधार पर अपनी नौकरियां या नियुक्तियां चाहते हैं, पुलिस को हैंड ओवर कर दिये जाने चाहिये। एक दो बार सबको दण्ड मिलेगा तो फिर किसी की हिम्मत

नहीं हो सकती कि झूठे आधार पर आयोग के सामने झूठे तौर पर नियुक्तियों के लिये प्रार्थना पत्र दे।

रिज्यू आफ एग्जामिनेशन के बारे में इसमें नया सुझाव यह है कि केवल प्रमुख शिक्षण संस्थाओं में हम रिज्यू को भेजेंगे। मेरा नम्र सुझाव यह है कि एडवॉन्स पेमेन्ट करने के बाद जो कोई भी चाहे उसको एग्जामिनेशन रिज्यूज की कापी दी जाय क्योंकि बहुत से लोग एग्जामिनेशन देने वाले यह जानना चाहते हैं कि हमें क्या क्या तैयारी करनी चाहिये और इसलिये भी कई लोग खरीदना चाहते हैं। इसलिये उसकी बिक्री की व्यवस्था करनी चाहिये।

जहां "फालो अप आफ कैंडीडेट्स" की चर्चा है वहां कहा गया है कि ९३.८० प्रतिशत उम्मीदवारों को जिनको आयोग की सिफारिश पर नियुक्त किया गया उन्होंने अच्छा काम किया, ३.७६ प्रतिशत का काम असन्तोषजनक रहा, बाकी २.४४ प्रतिशत का "मिस्ड कैरेक्टर" का रहा। वैसे तो इस सम्बन्ध में जहां कहीं चर्चा होती है, जब हम ट्रेन में बैठते हैं या इधर उधर मित्रों से मिलते हैं, तो लोग आरोप लगाते हैं कि लोक सेवा आयोग में घांघली होती है लेकिन आंकड़ों को और रिजल्ट्स को देख कर पता चलता है कि ये आरोप निराधार हैं और जहां न्याय और सच्चाई होती है उसको भी हमें देखना चाहिये। लेकिन मैं प्रार्थना करूंगा कि मैं यह मानता हूँ कि आयोग के सदस्य भी केवल जानी नहीं तो उनके लिये यह अन्दाज लगाना बहुत कठिन होता है कि कौन बिल्कुल ईमानदार होगा और अप टू दी मार्क होगा—यह कभी नहीं कहा जा सकता। फिर भी आयोग को चाहिये कि लोगों के मन में जो अप्रत्यक्ष भावना कभी कभी पैदा होती है उसको दूर करने का प्रयास करे और सक्षम हों।

अन्त में आपने जो मुझको समय दिया उसके लिये धन्यवाद देता हूँ और प्रार्थना

[श्री विमलकुमार मन्नालालजी चौरडिया]

करता हूँ कि जो सुझाव मैंने दिये हैं उन पर माननीय मंत्री जी व आयोग विचार कर अमल करने का कष्ट करेंगे।

SHRI M. P. BHARGAVA (Uttar Pradesh):  
Mr. Vice-Chairman, I do not think it is a very satisfactory position that we should be discussing on the 9th of August 1962 the report of the U.P.S.C. for the period 1st April 1960 to 31st March 1961. In fact it would have been proper to discuss the report for the subsequent year at this time. I do hope that it would be possible for the U.P.S.C. to present its report earlier than what has been done this time and it would be possible for the two Houses of Parliament to consider these reports earlier. The discussion after such a lapse of time becomes rather unreal. We take cognisance of those facts which had happened about two years back. This is not a very happy state of affairs.

While speaking of the 10th report of the U.P.S.C, I had pleaded for more accommodation for the U.P.S.C. office and I am happy to note from page 2 of the report this year that they have been provided with some building which will be available to them at the end of this year, 1962. Yet another need of the Commission still stands there and that is a very pressing need and what I am referring to is about a hall for the U.P.S.C. to conduct their examinations. The number of examinations which they have to conduct every year is increasing year after year and it is increasingly difficult to get proper hall in Delhi for conducting these examinations. So I would plead with the Government to see that this need of the U.P.S.C. is also fulfilled at a very early date so that they can conveniently discharge their duties.

Now for two years I have been speaking about the subject of foreign (Students about which a lot is being

done by the U.P.S.C. The officer has been going abroad, trying to interview people and persuade them to come and settle in India but unfortunately in the three reports which have been discussed in the House, 9th, 10th and the 11th, nowhere have we been told how many students from abroad have actually come and joined the services. We are being told that so many people have been interviewed, so many offers have been sent, so many persons have been recommended to the various Ministries, so many persons' names have been put in the pool but even today in spite of several questions in this House, the Government has failed to give us the proper number of candidates who have actually come and joined our services during the last 3 or 4 years. I do hope that it will be possible for the Minister to place these figures before this House at some subsequent date.

Now, in the report on pages 16 to 21, the Commission has pointed out a number of irregularities which have been committed by the various departments. Personally I feel that it is not enough to point out the irregularities and get away with it. What I would plead with the Commission as well as with the Ministry is that these irregularities should be seriously taken up and an attempt should be made to point out exactly who was responsible for such irregularities in appointments. If even one man is denied his due promotion, by such an irregular appointment, it is something which is very serious. In fact we deny to that person the fundamental right to which he is entitled and here we find that year by year in the U.P.S.C. reports we are told that this irregularity has been committed in this Ministry, that irregularity has been committed in that Ministry and yet we are never told what actual action has been taken in these cases. This is very important and it should get the attention of the Ministry which it deserves.

Now, if my hon. friend Shri Chordia had taken the trouble of going through the discussions in this House on the 9th and 10th report of the U.P.S.C., many of the remarks which he was pleased to make about the D.M.C. would not have been necessary. They were all redundant because while the discussion of the 9th report was on, I had pointed out to this House the irregularity which was being done by the D.M.C. and the Minister, Mr. Datar, tried to heckle me that this was not the forum where this question should be raised. The forum, he said, was the Municipal Corporation. He tried to justify things but today he comes with the report where he has to justify all that has happened and he has to explain in great detail in the memorandum on the 11th report of the U.P.S.C. how they were helpless, how this could not be prevented and how it could not be checked.

If they had acted at that time probably these things would not have happened. If we act properly, many of these things can be avoided and that is why I pleaded earlier for the early consideration and early placing of these reports. I had cited another case at that time and there again the Minister tried to heckle me. He said that I was trying to give out things which should not be given, that they were wrong and so on. That related to the post of Professor of Biochemistry and there again whatever I pointed out happened to be correct and the appointment was later withdrawn. I have today to point out another case to this House where such a lapse has occurred on the part either of the Health Ministry or the Union Public Service Commission. It relates to the appointment of an Assistant Director General of Health Services for the Contributory Health Service Scheme. The Union Public Service Commission, in consultation with the Health Ministry advertised—the advertisement number is 34 of 1961—for the post of Assistant Director General of Health Services and they prescribed the minimum quali-526 RS—8.

fication as M.B.B.S. plus a post graduate degree, M.R.C.P., M.D., M.S., F.R.C.S., or D.P.H. Now, strange things happened. In response to this advertisement, several qualified doctors having the requisite degrees applied. They sent in their applications in good faith. I do not know what happened then. For the interview, people were called who did not have the requisite qualifications. Those who did not have a post-graduate degree but were only M.B.B.S. were called for interview. The interview took place and a person was selected who was only an M.B.B.S. in preference to the other highly qualified people. I mentioned about this to the Health Minister and she promised that she would look into the matter. Here again, the Union Public Service Commission opens itself to a serious charge. On what basis were the very minimum qualifications which they prescribed in the advertisement waived? It is a kind of attack on the fundamental rights of those qualified people who had applied, people who had the requisite degrees. I would again plead with the Home Minister to take this matter a little more seriously and find out where and why this lapse took place. Unless we do that, the faith of the public and those who are applying for the various posts will be shaken in the integrity of the Union Public Service Commission. There is no reason why the minimum qualifications which are prescribed by the Commission in the advertisements—these are not done at the asking of somebody else but by the Commission themselves—should be waived summarily and a person who is not duly qualified appointed.

Now, I should like to come to another subject about which I had been putting a number of questions in this House and my hon. friend, Datar, has been replying to them from a stand which is inconsistent with facts. If hon. Members will kindly go through the questions which I have so far tabled on various dates—I

[Shri M. P. Bhargava.] give the numbers and dates, Starred Question No. 277 of 25th June, 1962, Starred Question No. 189 of 2nd May, 1962, Starred Question No. 48 of 19th March 1962, Starred Question No. 78 dated 28th November, 1961, Starred Question No. 97 of 17th August, 1961, Starred Question No. 206 of the 3rd May 1961 and Starred Question No. 538 of 21st December, 1960—they will themselves find out how inconsistent has been the stand of the Home Ministry *vis-a-vis* the Union Public Service Commission so far as the question of the formation of a panel of left-overs of the Assistant Superintendent's examination, 1959, is concerned. I had stated the facts of this case while discussing the Ninth Report of the Union Public Service Commission and I need not repeat them. These were mentioned by my hon. friend, Shri Harish Chandra Mathur, while discussing the Tenth Report in the Lok Sabha. A lot has happened since and yet the stand of the Home Ministry or the Union Public Service Commission is not intelligible to us anyway. If, as they maintain, it was a competitive examination then the question of the formation of the panel of left-overs does not arise. The very fact that the Government have agreed that they will form a panel of the left-overs from the lists of the 1959 and 1960 examinations takes away their argument that it was a competitive examination. It was a qualifying examination where the percentage of marks for qualifying was fixed at 45 and this is borne out by earlier facts. Some examinations were held in 1955, 1956, 1957 and 1958. All those who got 45 per cent, and more were absorbed and today not a single person is left out of those examinations, who has not been absorbed. Here, what do the left-overs of the 1959 and 1960 examination want? They simply want that they may be put on a panel from which appointments may be made as and when vacancies arise but the Government is not prepared to accept that stand. They have agreed to form

a panel but they will form the panel only on the basis of 55 per cent, marks obtained by the candidates. Now, if they can agree to 55 per cent. I see no reason whatsoever except obstinacy on the part of some officials why a panel should not be formed on the basis of 45 per cent, which is a just demand on the part of those who appeared in those examinations with the clear understanding that they will be eligible for appointment if they got 45 per cent, and more of marks. Moreover, their case is strengthened by the fact that each one of them possesses a letter from the Union Public Service saying that he has qualified in the examination

Of course, the letter does not 3 P.M. say that he will be given an

appointment and that is my stand. They do not want appointments today. They only want you to place them on the panel and draw from that panel as and when vacancies arise. I fail to understand why that request is not granted, even when the Government has come to this stage when they are ready to accept 55 per cent, as the basis. What logical argument can be given for accepting 55 per cent, as the basis? If it is a case that there are no vacancies, then you cannot form a panel at all. But if there are vacancies, you should take from the panel as and when vacancies arise. That much, as far as this point is concerned.

Before I sit down, I would like to mention one other point. There is a similar case of about 40 assistants about which I spoke when dealing with the ninth and tenth reports also. Here there are vacancies and those 40 persons can be easily absorbed. But here the Government's stand is that they do not recognise that as a qualifying examination and they had absorbed everyone who had obtained 50 per cent and more. Somewhere the standard is 50 per cent and at another place it is 55 per cent. Sir, the truth of the matter is that it was 45 per cent and nothing more and nothing less. I do not understand how this stand can

be justified and I shall be very happy if the hon. Minister in the Ministry of Home Affairs can give a straight answer to the questions raised by me and not elusive answers which he has been giving all these years to me.

Thank you.

SHRI A. D. MANI: Mr. Vice-Chairman, I should like to join the hon. Minister in the Ministry of Home Affairs in paying a warm tribute to the Union Public Service Commission for the excellent work it has been doing all these years. As he rightly put it, the U.P.S.C. deserves our gratitude for the independence with which it has been functioning during the time of its existence.

Sir, I would like to raise certain broad issues of policy arising from this Report which I hope, will engage the attention of the Minister for Home Affairs in his reply to the debate.

Sir, a large number of students have been meeting me and asking me this question: What will be the medium of examination at the U.P.S.C. level in 1965? They are puzzled by the talk of the change-over to Hindi language in 1965 and they feel that the examinations would be conducted in Hindi. I have no doubt that Hindi would become the lingua franca of India and would be finally accepted as the national language of this country. But is the country prepared today for the change-over to Hindi as a medium of examination at the U.P.S.C. level in 1965? I would like the hon. Minister for Home Affairs to give some attention to what I have said just now. Mr. Vice-Chairman, I would like to draw the attention of the hon. Minister for Home Affairs to the point I am making now and I would request him to make a note of it. A large number of people are wondering what the language of the examinations would be in 1965. A number of students have met me. These students are in the third year course and are preparing for the Master's Degree examinations in science or arts. I think the Government should take the opportunity of the discussion on this Report to I

make a policy statement on this subject. I feel that the time has not come for the change-over to the national language as the medium of examination in 1965 and I do hope the Government will continue to conduct the examinations in English as an associate language, along with Hindi, if they so choose. A statement from the Government is called for, because a large number of people are worried about this matter.

There is another point which comes up in this connection. The Report has mentioned that Hindi has been adopted as one of the optional languages for the examinations. It is a wise step that the Government has taken in suggesting to the Commission that Hindi should be included as one of the optional subjects. But I think that the regional languages also should be included as optional subjects. If Sanskrit can be taught at Oxford university, there should be no difficulty in teaching Kannada in any of our universities or in making it an optional subject for examinations. It will give parity to the regional languages with Hindi and would give a status to the regional languages which they are claiming now. I do hope that the regional languages would be accepted as optional subjects for the I.A.S. examination.

The hon. Minister for Home Affairs told us this morning that there was controversy about the personality tests. I have been associated with the U.P.S.C. in the past. As one of their expert advisers I have sat on their interview boards and have had some experience about these personality tests. What I would like to tell the House, is that the personality test, if it is properly conducted, is one of the best means of judging the alertness of a candidate. But it must be properly conducted. For example, whenever I have been sitting on the board, the approach that I have adopted, and which commended itself to my colleagues on the board also, was not to ask questions to ascertain information from the candidate. We never put I questions to the candidate asking him:

[Shri A. D. Mani.] What are the financial powers of the Australian Senate? We did not because he was not expected to know all these details first hand and to give an on-the-spot answer to such questions. But we have tried to set certain problems before the candidate. For example, one of the problems we set before him was this: "You go to the United States and somebody asks you about the action taken in Junagadh. What will you say?" Or, "What is your attitude about Kashmir?" This is how we tried to test the alertness of the candidate. I have also seen some of the examiners trying to ascertain information on subjects about which the candidate could not be expected to have a knowledge at the time he appears at the interview. The suggestion that I would like to make to the hon. Minister is to have an enquiry conducted into personality tests, by psychiatrists and educationists. A committee may be formed to go into the whole question of how to judge the personality of a person. A good deal of such enquiry appears to have been done in the United States of America. If this committee reports that personality should be tested on the following lines, the persons who are appearing before the U.P.S.C. also will know on what lines and by what tests they are going to be judged.

Mr. Vice-Chairman, I would next like to refer to this question of the technical pool to which the Commission makes reference in this Report. In spite of a technical pool having been created, there is a good deal of dissatisfaction among scientists that they are not getting a square deal. I would like to ask the Minister for Home Affairs whether the U.P.S.C. has processed a method to find out whether the people with technical qualifications have been suitably employed. There is no point in creating a technical pool without employing these persons. The other point that I would like to make is this.

SHRI B. N. DATAR: Is the hon. Member referring to the Industrial Management Pool?

SHRI A. D. MANI: I am referring to the scientific and technical pool.

Next, I would like to make a suggestion regarding the examinations that are being conducted now. These examinations are based on the British pattern. The British pattern was designed to discover civil servants who will carry on the "Babu's" work in the Secretariat. The conception of modern India that we are having includes the conduct of community projects and there we do not want more highbrow officials. We want people who understand the mass mind, who will be prepared to work with the people. In 1958 there was a committee over which Sri Ramaswami Mudaliar presided and that committee presented a very valuable report on recruitment of personnel, and it suggested that the graduate qualification should not be insisted upon by the Union Public Service Commission for all jobs. But that was concerned only with the nature of the qualifications which the Commission should expect from candidates. I would like the Government to undertake a full-fledged enquiry into the kind of examination that we, should have to recruit civil servants, because when we had the discussion on the Dhebar Commission's Report on Scheduled Tribes, a number of persons questioned the utility of the examinations now being conducted. What kind of examination should we have for the India that we want to create, for the India of the Community projects, the India with the 3rd, 4th and 5th Five Year Plans, which are going to come in the future?

I would like to go on to the defence of the Minister of Home Affairs about the action taken by Government in disregarding the advice of the Public Service Commission in regard to certain posts. He mentioned the case of a lady whose appointment had been recommended by the Commission and the Government found it impossible to accept the Commission's advice. As one who has sat on these boards I may

say that the general procedure that we follow when a candidate appears is not to ask for the confidential reports of the previous employees. We want to judge a candidate on his performance at the board. Confidential reports, are available to the Government later but at the examination stage we do not ask for the confidential reports so that our minds may not be prejudiced.

SHRI NAFISUL HASAN: The Commission sends for all the reports.

SHRI A. D. MANI: In this case there were officials of the Ministry concerned represented on the interview board. The officials concerned must have seen all the confidential reports about the alleged irresponsibility of the lady concerned. I do not know the lady at all; I can get the name of the la

dy from the Minister of Home Affairs later in the lobby. I am speaking as one who knows nothing about the lady; I am speaking on the facts as presented in the Report and as presented by the hon. Minister. There was no mention whatever in the interview that the confidential report was seen by the Chairman and Members of the Commission and by the expert advisers who came from the Ministry. When they had recommended, why did Government on the basis of information placed before it by other persons disregard the advice of the Commission? This is a flagrant case of injustice to the Commission and actions of this kind will undermine the public respect for the Commission. What the Government has done has made it appear as if the Commission is irresponsible—they may not have used this word—as if *it* has recommended a person who did not have a good record and therefore the Government has found it compelled to turn down the recommendation. I think the Government should have no occasion to depart from the recommendations of the Commission in any matter and that in future all the recommendations of the Commission would be accepted.

I would like to make one final point.

THE VICE-CHAIRMAN (SHRI M. GOVINDA REDDY) : I am afraid you have taken 12 minutes already.

SHRI A. D. MANI: Just one minute. The Commission has made a reference to the fact that it has discontinued submitting detailed reports on the performance of examinees at the various examinations. These reports which used to be published in the past must be continued. A large number of people do not know what is expected in the I.A.S. examination. They have to depend on four-rupee books published in Delhi called competitive examinations guide or pocket book or something of that kind to find out what is expected by the Union Public Service Commission. What I would like the Commission to do is, when the examination for 1962 is over in 1962 they should publish a report on the general performance of the candidates pointing out the deficiencies in the written examinations so that the Universities may try to remedy those deficiencies by imparting better instruction.

SHRI T. S. AVINASHILINGAM CHETTIAR (Madras): Mr. Vice-Chairman, I warmly support two of the points raised by the previous speaker.

I approve of the introduction of Hindi as optional subject; so also I would want that the other Indian languages may also be made as optional subjects.

Coming to the second point, these personality tests are of various kinds. I am sure the Union Public Service Commission is a very impartial body but in other places these personal interviews are not always used very fairly and so certain norms as suggested by him with the help of some psychologists may be evolved so that even unconsciously some wrong may not be committed.

Now, I come to another point. Non-acceptance of the Commission's advice is only one of the things on which we

[Shri T. S. Avinashilingam (Jhettiar.) want explanation from the Government. The Report has mentioned other matters also—delayed offers of appointment and delayed references and irregular appointments. Article 323(1) of the Constitution says:

"It shall be the duty of the Union Commission to present annually to the President a report as to the work done by the Commission and on receipt of such report the President shall cause a copy thereof together with a memorandum explaining, as respects the cases, if any, where the advice of the Commission was not accepted, the reasons for such non-acceptance to be laid before each House of Parliament."

It is with reference to this that this memorandum has been laid. I would suggest that to follow the spirit of the Constitution they must also explain the other two matters that I have mentioned, as to why there have been irregular appointments and why there has been delay in appointments, for which they had advertised, and taken so much pains to select the candidates and still many years after that also the appointments have not been made. We know cases in which when a candidate who is a person not liked by the Government is selected, the posts are abolished because that is one of the ways in which they want to avoid the selection. People who are in offices know it.

Secondly, there are delayed appointments. Nobody wants to wait eternally. There are cases in which selections were made two years back but still the posts are not filled. Pages 61-62 give a good number of instances. Selection was made in one case on 23-3-1960; more than two and a half years are over but still the appointment has not been made. Another selection was made on 1-4-1960 but appointment not made yet. Naturally a person who has been selected will not be waiting eternally. He will seek another job. And this is one of the

ways in which a good deal of unfairness is done to the candidates. I should have thought that even in cases like this, even though they do not strictly come under article 326(1) of the Constitution, the officers concerned must be asked to give their explanation so that responsibility must be upon them to justify their action. There are a lot of cases about which I would not like to go in detail.

Coming to other matters, what is given on pages 16, 17 etc. does not make very good reading. After three years a man has been appointed; two people have been overlooked. Then a Committee was appointed—Appointment Committee or whatever it is— and that suggests two other people but still overlooking this recommendation this man is continued and after two years his name is sent up to the Union Public Service Commission and the Commission is absolutely right in rejecting that. There are so many cases given on pages 16 and 17 where such things have been done. For example on page 19 it is said that a person was continued in a post even after the Departmental Promotion Committee which met in 1957 had placed two officers who were senior to him, in the panel for promotion. But still a man whom they wanted to appoint was appointed and then in 1960 three years later the Agriculture Ministry approached the Commission for the regularisation of the appointment of the officer as Regional Director from 1955. The Commission informed the Ministry that the officer had been irregularly promoted in 1955 and continued as Regional Director without the case being referred to the Departmental Promotion Committee even when they met subsequently and recommended certain officers senior to him. This is not fair; but unfortunately they need not give any explanation about such matters. This memorandum contains explanation only in respect of those four cases of non-acceptance and the hon. Minister gets up and says, 'Oh, the Government has accepted everything; only four cases are there in which they have differed with the



Commission.' But what about the other irregular appointments? I say according to the spirit of article 323(1) these irregular appointments also should come in for explanation being given by them. And we would like to know what happened to those people who were responsible for these irregular appointments.

Madam, I greatly value the work of the Union Public Service Commission. You know in every country in the world, to avoid nepotism, to avoid irregular appointments and to avoid partiality, Public Service Commissions are appointed and we have them in the States as well as at the Centre and we must be able to give them the greatest respect. Maybe there may be certain cases in which their opinion could not be accepted. For example in regard to the case of the lady, I think I should support the Government in the matter. Actual experience is an important aspect of the job. But so far as these irregular appointments are concerned, there are pages and pages filled with such cases. After the candidates are selected, even for two years, three years, appointments are not made; for what purpose? These are matters which require a great deal of thought. I would suggest that the Government must take this aspect of the matter very seriously. I do not conceive that the four matters which are mentioned in the Memorandum are the only ones that require an explanation from the Government. Other matters too require an explanation, but under the Constitution they need not give their explanation because it is under a different head. I think that this House should insist upon getting an explanation from the Government. I hope that such things will not happen in future.

SHRI NIREN GHOSH (West Bengal): Mr. Vice-Chairman, generally the Government recruits and builds up an administrative cadre staff for the aims the administration sets before itself. As you know, we on this side of the House fundamentally differ on many of the aspects of the

Government's policies, but at the same time we co-operate with those aspects which in any way are beneficial to the people. The manner in which the Commission is constituted, the manner in which the recruitment is done, the manner in which the whole process is conducted, it is precisely to strengthen those aspects which harm the interests of the people and which injure and anger them. Otherwise, there is no great change from the British tradition. As in the old days, the same pattern of examinations are being conducted. There is no change even in the system of examination. In those days the examinations were held in England and now they are in India. It is surprising that an I.C.S. officer is the Chairman of the Commission. It is no wonder that an I.C.S. officer should be the Chairman because they are a kind of steel frame. It is precisely this anti-people aspect they want to strengthen and for that purpose they want to build a cadre staff. Now, it would be quite appropriate if an eminent public figure sympathetic towards the people with a broad and liberal outlook had been appointed as Chairman of the Commission. That would have been proper and appropriate. But the Government has not seen its way to do so. Now, I do not see that the present system of examination and recruitment differs from the old system obtaining in the good old British days. No wonder that efficiency has gone down. If anybody would listen to the people, to the market gossip, he would hear that in the top hierarchy of officials there is nepotism, bribery, corruption, favouritism and all that. That is the market talk. If you care to listen, you will hear it. And you can find it from the Mundhra scandal. So many top grade officers were involved in that case, how the licences, permits and all those things were given and all that. But when it comes to their performance which in any way benefits the people, the position is different. The other day when we were discussing the Report of the Commissioner for Scheduled Areas and Scheduled Tribes, we found shortfall everywhere. There is short-

[Shri Niren Ghosh.]

fall in the health schemes, etc. In any matter which goes to benefit the people, the performance of the hierarchy, which is supposed to implement the policies of the Government of a welfare State, is not satisfactory. There you will find them totally inefficient, deficient, indifferent and all those things. But if you ask them to repress the people, this administrative machine will function with top speed and it is bound to be so under the system in which you work, which you have taken over from the British regime.

SHRI N. SRI RAMA REDDY: What is the communist system?

SHRI NIREN GHOSH: You will see when we come to power. So, what is necessary is that a new people-oriented policy in building up a cadre staff should be followed. Now, in this connection I would support Mr. Mani on one point particularly, that is, confidential reports and police verification. Why you are continuing this practice passes my comprehension. Again, precisely by this system those candidates who can work hard for the people, who are honest and opposed to nepotism and corruption are excluded. Precisely those candidates are excluded by this practice and it is a method of political discrimination at the same time, whether you would like to say so or not. You are debarring certain sections of the citizens from the highest administrative posts in the Government and the reasons are never told before Parliament. You never disclose how many candidates have been debarred in this way from holding posts, from being appointed to such posts. You cannot disclose them because you have no reasons, no adequate and sufficient reasons by which you can convince the ordinary people of the country. Now, I hope that Mr. Lai Bahadur Shastri will not accuse me of using harsh words this time as he did the other day if I may inform him that this practice of political discrimination—as the common people say—may be a handy weapon

in protecting and safeguarding the interests of the very rich section and the vested interests. But it runs counter to the interests of the teeming millions of India, as Gandhiji used to say.

As regards the combined examination system, I support the view put forward by the Commission. The Government has advanced no strong reason whatsoever to repudiate that suggestion. According to the present system, as introduced by the Government, a candidate within his age-limit can appear three or four times in different examinations, in the I.A.S., I.P.S. or other higher grades. Why should it be necessary to have different examinations? There should be one combined examination and in this matter I fully agree with the suggestion made by the U.P.S.C.

As regards the probation system, I do not see why the probation period of the direct recruit should be extended from one year to two years. One year is quite sufficient. He has passed all the examinations, personality test and everything. He is in the academy for training and all that. Why do you waste another year and keep so many candidates in suspense, that they may not be confirmed or they may not be appointed? So, I would say that the Government should revise its opinion on this matter.

As regards those persons who are recruited from the State Services to the I.A.S. cadre, there is the new system of probation for one year in their case. It is absolutely undesirable. As the Commission says, they were doing the job in the States and for those very jobs you keep them on probation for one year. From my personal experience, I know of a certain official of the West Bengal State Government. He was recruited to the I.A.S. He was officiating as Deputy Labour Commissioner. After confirmation he has come back to that very post. These things happen. So, unnecessarily there is one year of probation for those persons who are recruited from the States. It is absolutely undesirable.

[THE DEPUTY CHAIRMAN in the Chair]

Then, one thing more. Mr. Datar has waxed eloquent on the remarkable increase in the number of appointments from the Scheduled Caste and Scheduled Tribe candidates. But the total percentage of those recruited from the Scheduled Castes and Scheduled Tribes is extremely low, as the Report of the Commissioner for Scheduled Castes and Scheduled Tribes shows. You will find that out of some 93 or so who have been interviewed, only nine or eleven have been appointed. I would say that a more liberal view should be taken than has been done so far in the matter of recruiting higher administrative cadre staff from the Scheduled Castes and Scheduled Tribes.

Another point I would like to say is this. What about the percentage of Muslims in the higher administrative staff of the Government of India? No information about this has so far been given to us. I would like to point out to the Government that as an important religious minority community Muslims are aggrieved that somehow or other they are not given their due share in the higher administrative staff of the Government. So, it is up to the Government to satisfy this House, the Parliament, that a fair percentage of Muslims too are recruited.

Another point I would like to say is that on an *ad hoc* basis there has been recruitment in more than 500 cases. There were 502 cases in which the Commission agreed to provisional arrangements being made by the Ministries or Departments pending regular recruitment through the Commission. I fail to understand when there is going to be regular recruitment for the 502 vacancies. There has been provisional recruitment to these posts. Then you make regular recruitment for these 502 posts, what would you do if you have already appointed persons temporarily in those posts? That is a question which has got to be answered. So I would like to say that this is a gross irregularity.

Last of all I will take another point, the question of the Deputy Director, Women's Programme, which Mr. Datar explained at length. From the Commission's report you will find that the selected candidate had been adjudged as the best out of 33 candidates who had been considered for the post on the basis of qualifications and experience prescribed by the Ministry. Having regard to their qualifications, experience and past record, the Commission was unable to accept the view of the Government. So it is clear that the view of the Commission as regards past experience, record of service and all that, is quite contrary to the explanation put forward by the Government. So it needs an explanation from the Minister.

As regards implementation of those measures concerning examination and probation, I would suggest that Government before implementing them should have consulted or discussed it in Parliament since the U.P.S.C. differs from them fundamentally and vitally on two very important questions, that is, probation and direct recruitment and examination. So, I would like the hon. Minister to enlighten the House on those points.

SHRI M. S. GURUPADA SWAMY (Mysore): Madam Deputy Chairman, whenever I look at the Indian administration, I remember the traditional clerk of Anthony Trollope. The traditional clerk dealt with the papers in the seclusion of his office. Anthony Trollope when portraying this character says that this clerk satisfies fully all the requirements of a modern administration. It was a satire that he wrote. Now I remember this story and the character. Why I say this now on this occasion is to emphasize that there is no difference between the band of people, the great army of functionaries who are functioning in this land now and the glorious, traditional clerk portrayed by that novelist.

What is the employment situation today in India? After fifteen years

[Shri M. fc>. liurupada Swamy.j  
of independence are we progressing in any manner in quality, in efficiency, in honesty, in any virtue in regard to the administration of the country? Mr. Datar was waxing eloquent in the morning about the methods that are being pursued to select the best men in the country, but may I ask him with all humility whether we are discovering the finest brain power as a result of this process? Where are we today? Have we been able to secure competent officials and employees, which is the primary aim of any modern administration? Is it the contention of the Minister that everything is all right in the home front? Are the criticisms that are levelled against the Administrative Services, about their incompetence, about the prevalent corruption and nepotism, baseless? Why I am raising this fundamental and very important thing is to focus the attention of this House that the whole basis of our recruitment in India today is wrong—if not wrong, it is grossly inadequate to serve the ends that we have in view. Now the public administration has increased in variety, extent and complexity, and in such a situation the public administration should adopt all the ideals and methods of scientific management. Administration like any other business requires talent and skill. Mr. Datar pointed out that we are holding examinations now and then and that we are recruiting the best. What are the other ways by which we can improve upon the selection technique? May I point out that the examination, test and all that we are having now do not produce and have not produced the competent official? In my view the examinations conducted today are placing a wrong emphasis upon narrow intellectual attainments, and they are not based upon the skill, aptitude and general understanding of a candidate.

Perhaps, India has not moved away from the traditions and methods adopted by Cardinal Richelieu. Perhaps, Members are aware that Cardinal

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Richelieu, with a view to modernising the administration, adopted wrong tactics and wrong methods, and proceeded with a view to creating a centralised administration he adopted innumerable irregularities, and that is why the administration of Cardinal Richelieu was called a very autocratic regime. What do we find today? The Report of the Union Public Service Commission, if I may say so, is a mild indictment,—may I say a mild impeachment,—of the Home Ministry. Very few instances have been brought before us to show that from time to time the Government have not been fulfilling the requirements which they themselves have been promising, which they themselves have accepted. Friends have referred to the various cases of irregularities. And after all, a wise administration should draw a lesson from past experience. If there is a repeated commission of wrongs, then what should we call that administration? If there is an unconscious error or blunder committed, that can be excused, perhaps that might be even justified. But when the same kind of errors, same kind of anomalies and irregularities are repeated from time to time, what do we call that administration? Administration, we expect, should live up to its ideals. Perhaps, the hon. Mr. Datar may be thinking that the method of recruitment need not have any ideals at all, that the administration need not have any scientific method at all. I think he will agree with me that this impression is erroneous and wrong.

Now, I raise the issue of the employment situation today. Today as a result of your tests and examinations, you have created a class of people called administrators who are swayed more by a class conscience, and they are not wholly to blame because the people who have been recruited rightly or wrongly come from certain strata of society. We have put a premium on intellectual attainments; an intellectual may be a dishonest person, he may not be morally a good individual. When we put more em-

pnasis on intellectual attainments, what happens is, if that individual intellectually becomes corrupt, the whole administration becomes corrupt. That is the situation today. So, I suggest that the mode of recruitment, the basis of recruitment, should be changed. Perhaps, students of administration know how America has passed through various vicissitudes in the matter of building up a stupendous administration. I do not say that all is well with the American administration, I do not say that the American administration is free from evils. But they have got first class competent officials. They have been able, through centuries, to.... (*Time bell rings.*)—I would require about five minutes more—

THE DEPUTY CHAIRMAN: Five minutes will be too much. Please take three minutes more.

SHRI M. S. GURUPADA SWAMY: . . . give up their outmoded concept and pursued a new concept enunciated by Taylor. The methods enunciated by Taylor were scientific methods and the test he advocated was a comprehensive test, not merely a test for intelligence or for intellectual attainments, but also a test for moral attainments. Some sort of a radical change is necessary at the present juncture.

Then again, this Report refers to the various administrative services that we have created. In 1951 we passed an Act by which, I think, Parliament has fixed a quota for recruitment to the all-India services and a quota for promotion. Twenty-five per cent, has been fixed for promotion and 75 per cent, has been fixed for selection by examination. May I know from the Minister whether experience should not be treated on a par with intelligence? Is it the contention of the Minister that a person with experience of many years should be under-rated, should be treated less than a raw intellectual who appears in a test or examination and passes by mugging up a few things? Is it his contention that ear\*

penence has no value? At least, I would have expected experience being treated on a par with what is called intelligence. In the past, one-third of the personnel was drawn by promotion based on experience. Today what do you find? If you go to the States, you will find that these raw cataloguing minds, calling themselves intellectuals and functioning in various places, do not understand the problem of the area, do not understand the people's aspirations, and they develop a special quality of bureaucratic spirit which comes in the way of normal relationship between the officials and the people. Perhaps, the Government thought that if people were recruited on the basis of merit, they would be honest and efficient. But I think my experience has been that they have not been able

to deliver the goods. May I suggest that this ratio be changed? I would even suggest that people who have put in fifteen or twenty years of service should be given more preference than these raw hands, raw individuals, who come straight from the examination. And after changing the method and system of examinations and after giving due recognition to experience, perhaps we might be able to create a powerful administrative service, a very respectable civil service. Otherwise, there is no meaning in continuing this system because, as it is, we find that we have not improved in any manner either in efficiency or in morality or in virtue. On the contrary, there is a decline and dwindling of standards.

May I say to him, Madam, that this is a very serious matter and that this matter may become very critical if there is no drastic approach made in regard to recruitment, in regard to promotion, in regard to creation of proper service conditions to the personnel, and also if no change is made in the approach of the Government in regard to removing all arbitrariness and discrimination in making *ad hoc* appointments and in giving promotions and thereby creating bad blood within the administra-

[Shri M. S. Gurupada Swamy.] tive services? May I again appeal

to him that he must take my appeal in good spirit and consider some of the suggestions that I have made?

Thank you.

श्री नवाबसिंह चौहान : (उत्तर प्रदेश)  
उपाध्यक्ष महोदया, कुछ समय पूर्व . . . . .

श्री अर्जुन अरोड़ा (उत्तर प्रदेश) :  
उपाध्यक्षा महोदया ।

श्री नवाबसिंह चौहान : “उपाध्यक्ष”  
मैंने जान बूझ कर कहा है, गलती नहीं कहा  
है ।

कुछ समय पूर्व अपने मित्र श्री मणि का भाषण मैंने सुना और मेरी इच्छा हुई कि जो विचार उन्होंने यू० पी० एस० सी० का जो माध्यम है, इम्तहान का जो मीडियम है, उसके सम्बन्ध में प्रकट किये हैं उसके ऊपर कुछ मैं भी कहूँ । उन्होंने कहा कि उनके पास दिन रात ऐसे लड़के आते हैं जो भयभीत हैं— उनके कहने की मंशा यही थी—जिन्हें डर है कि अगर सन् १९६५ के बाद यू० पी० एस० सी० के इम्तहान का, परीक्षा का माध्यम हिन्दी को बना दिया गया तो उनके लिये एक बड़ा खतरा पैदा हो जायेगा । मुझे उनके इन विचारों पर और जो लड़के दिन प्रतिदिन उनके पास आते हैं—ऐसे भयभीत हैं— उनके प्रति बड़ी हमदर्दी हुई । संभवतः उन्होंने इसी वजह से कहा होगा कि उनको कठिनाई होती है और यह वास्तविकता है कि जिन लोगों को कठिनाई हो तो उस कठिनाई का ध्यान सरकार को, यू० पी० एस० सी० को और हर एक को रखना चाहिये और उसको दूर करना चाहिये, किन्तु जिन लड़कों ने ऐसी बात कही थी, मैं अपने मित्र से पूछना चाहूँगा कि क्या उन्होंने उनसे यह भी पूछा—उनको यह भी पूछना चाहिये था— कि तुम्हारी जो जन-भाषा है, क्षेत्रीय भाषा है— हिन्दी को छोड़ दीजिये—उसके मुकाबिले मैं तुम्हें अंग्रेजी पढ़ने में भी कुछ तकलीफ

होती है या नहीं होती है । अंग्रेजी तो एक माध्यम है, मीडियम है, किसी चीज की नालेज उसके जरिये से प्राप्त करते हैं और यह आवश्यक नहीं है कि आपने अंग्रेजी सीख ली तो आपको उस चीज का ज्ञान भी प्राप्त हो गया । आप माध्यम को सीखने में ही जिन्दगी का अच्छे से अच्छा हिस्सा गंवाना चाहते हैं । अगर कोई बी० ए० या इन्टरमीडियेट पास न हो तो वह मामूली चीज भी नहीं सीख सकता है । कई बड़े बड़े शिक्षा विशेषज्ञों से, युनिवर्सिटी ग्रांट्स कमीशन के सदस्यों से मेरी बातें हुईं और मैंने उनसे पूछा कि जो एम० ए० या डिग्री क्लासेज में होते हैं उनको जब आप साइंस या दूसरे विषय पढ़ाते हैं तो क्या वे अंग्रेजी में उसे अच्छे ढंग से समझ लेते हैं, तो उन्होंने कहा कि समझते तो हैं लेकिन अगर हम उनकी भाषा में समझा दें तो और अच्छी तरह समझ जाते हैं । तो अगर यह भी पूछते और यह भी सोचते तो मुझे प्रसन्नता होती । अगर वह ऐसा करते तो इस सदन में अंग्रेजी के मुकाबले में जो क्षेत्रीय भाषायें हैं, जो राष्ट्रीय भाषायें हैं उनका वह समर्थन करते और यह चाहते कि अंग्रेजी के स्थान पर हिन्दी नहीं तो क्षेत्रीय भाषायें ही हो जायें । लेकिन ऐसा नहीं किया गया । जिस तरीके से उनके पास विद्यार्थी आते हैं उसी तरीके से मेरे जैसे आदमियों के कानों में भी २० करोड़ आदमियों की पुकार आती है जिनकी मातृभाषा हिन्दी है और जो हिन्दी पढ़ते हैं । बहुत समय बीत गया है, बहुत पहले ही यूनिवर्सिटी पब्लिक सर्विस कमीशन को उसके जो इम्तहान होते हैं उसके लिये हिन्दी को एक वैकल्पिक माध्यम की तरह से, एक आल्टरनेटिव मीडियम की तरह से, प्रचलित कर लेना चाहिये था ।

जिनको अंग्रेजी से बहुत ज्यादा प्रेम है सदियों से है और सदियों तक रहेगा, उन को मैं रोकना नहीं चाहता हूँ वह अंग्रेजी पढ़ें उन को यह मुबारक हो, मुझे इससे कोई एतराज नहीं है, मैं यह कभी नहीं कहता कि वह न पढ़ें, जो कुछ दिल्ली में आकर हिन्दी सीख ली हो उसे

भूल जावें, लेकिन जहां मैं यह चाहता हूँ वहां उनसे यह भी आशा करता हूँ कि आप खुद अंग्रेजी पढ़ते हैं तो पढ़ें मगर दूसरों को अंग्रेजी पढ़ने के लिये मजबूर न करें। क्योंकि यह तो मजबूर करना है कि अंग्रेजी करो और हिन्दी को मत करो इसके माने हैं कि जो पांच, छः प्रदेशों के हिन्दी पढ़ने वाले लड़के हैं वे भी नौकरी पाने के लिये इम्तिहान में बैठने के लिये अंग्रेजी पढ़ने के लिये मजबूर हों। कम से कम यह भावना नहीं होनी चाहिये। मैं समझता हूँ कि मेरी इस भावना का समर्थन श्री मणि जी भी करेंगे।

मैं तो यहां तक तैयार हूँ—अकेली हिन्दी की बात छोड़ दीजिये मैं उसे रीजनल भाषाओं से इक्वेट करता हूँ। हिन्दी कई प्रान्तों की क्षेत्रीय भाषा भी है हालांकि संविधान में उस को एक खास दर्जा दिया हुआ है कि जो संघीय काम होंगे उस में हिन्दी ही इस्तेमाल की जायगी लेकिन इस चीज को भी छोड़ दीजिये—मैं तो यहां तक चाहता हूँ कि जितनी रीजनल लैंग्वेजें हैं उन सब में इम्तिहान होना चाहिये। अगर बहुत झगड़ा हो तो रीजनल ग्रुप्स के लिये कोटा मुकर्रर कर दें ताकि हिन्दी वाले आगे न बढ़ जायें—न हिन्दी वाले कभी आगे बढ़ें और न कभी बढ़ेंगे, आप सिविल लिस्ट उठा कर देख लीजिये। खैर, कोई हो, हिन्दी वाला हो, तेलगू वाला हो, कोई हो सब अपने हैं, भारतीय हैं। हम तो चाहते हैं कि सब लोग हों दक्षिण के भी हों, पूर्व के भी हों, कहीं के भी हों सब हों। ऐसे छोटे मोटे प्रश्न मैं न उठाता हूँ और न हम लोगों को उठाना चाहिये। मेरा तो केवल कहना यही है कि हिन्दी को एक वैकल्पिक माध्यम की तरह से बहुत पहले चालू कर दिया जाना चाहिये था, जो अब तक नहीं किया है वह उसके साथ एक मजाक किया है, हिन्दी के साथ मैं यह एक तमाशा है कि उसको अब भी आप्शनल का स्थान दिया है। यह इसी तरह है कि जहां राज्यों के घर में रानियां हुआ करती थीं वहां एक पटरानी होती थी और उस के साथ साथ और भी रानियां हुआ करती

थीं, तो पटरानी तो पीछे पड़ी हुई है और एक विदेशों से आई हुई जिसको मदखुला कहा करते हैं उसने दखल जमा रखा है और सब उस का मुंह देखती हैं। क्यों मजाक उड़ाया जाता है। अगर इन को पढ़ना नहीं है तो न पढ़ें लेकिन हिन्दी वालों को भी नहीं पढ़ने देते हैं। आप कांस्टीट्यूशन को बदल दीजिये और किसी भी भाषा को रख लीजिये, दक्षिण की भाषा को रख लीजिये लेकिन विलायत से कोई भाषा ला कर के रखें यह एक अच्छी चीज नहीं है। जब कुछ कहा जाता है तो कहते हैं कि हिन्दी एनथ्यूजियास्ट है, ऐसा है, वैसा है, हिन्दी हम पर थोपना चाहते हैं। हिन्दी किसी पर थोपना नहीं चाहते, हम तो यह चाहते हैं कि हम पढ़ते हों तो हम को पढ़ने दो, हम इस में इम्तिहान देना चाहते हैं तो मेहरबानी कर के हमें उसमें देने दो, बाकी जैसा आप को अच्छा लगे वैसा करो। क्योंकि मणिजी ने इस चीज को कहा था इसलिये मुझे आप के सामने कुछ बातें स्पष्ट करनी पड़ीं।

यहां पर यूनियन पब्लिक सर्विस कमीशन का जो प्रतिवेदन प्रस्तुत है इस में बड़ी मेहनत से कमीशन के लोगों ने काम किया है और सरकार की कार्यवाहियों पर बड़ा नियंत्रण रखा है। जब इतना बड़ा काम होता है तो सरकार की तरफ से भी इररैगुलैरिटीज, अनियमिततायें होती हैं, जान में और अनजान में होती हैं, और इसके लिये बहुतों ने नुक्ताचीनी की है लेकिन मैं समझता हूँ कि हर जगह, बड़ी अच्छी से अच्छी जगह पर भी अनियमिततायें हो जाती हैं, इसमें कोई ताज्जुब की बात नहीं है, फिर भी उन्होंने नियंत्रण किया है। जहां अनियमित कार्यवाहियां हो गई हैं, जैसेकि सीनियारिटी में कोई गड़बड़ होती है और वहां राय लेने के लिये भेजे जाते हैं तो वह ठीक कर दिया जाता है, इसी तरीके से कहीं छांट के बाद में बहुत दिनों तक एप्वाइंटमेंट नहीं मिलता तो वह मिल (Time bell rings.)

जाता है। मैं अभी समाप्त करता हूँ।  
4 P.M.  
तो ठीक है, नियंत्रण रख दिया। लेकिन यह

[श्री नवाब सिंह चौहान]

भी एक चीज है कि जो संस्था है जो एजेंसी है जो कि नियंत्रण रखती है उस को अपने ऊपर भी नियंत्रण रखना चाहिये। स्पष्ट कर देना चाहिये यूनिजन पब्लिक सर्विस कमीशन को कि जो आदमी काल किये जाते हैं उन में से योग्यतम आदमी लिये जाते हैं क्योंकि अक्सर सुना जाता है कि नीचे वाले आदमी ले लिये जाते हैं, ऐसी पिछली बहुत सी मिसालें हैं साथ ही साथ पेनल का जो चेयरमैन बनता है उस का अधिकार क्या है? एक्सपर्ट जो बुलाया जाता है उस की बात कहां तक मान्य होगी कहां तक नहीं होगी? साथ ही साथ जो रिजल्ट शीट एक बार बनाया जाता है वह कितने दिन तक चलेगा क्योंकि कभी कभी काफ़ी दिनों तक उस में से आदमी ले लिये जाते हैं और कभी कभी वह रिजल्ट शीट जल्दी खत्म हो जाती है इसी तरह से क्वालिफाइंग टेस्ट और कंपीटीटिव टेस्ट में बड़े झगड़े हुए, जैसा कि श्री असिस्टेंट सुपरिंटेंडेंट के बारे में हुआ था। इस बात का भी निश्चय कर लेना चाहिये कि क्वालिफाइंग टेस्ट पास हैं या नहीं। एक तीसरा टर्म निकला था कि—  
competitive examination of a qualifying nature. तो एक तीसरे तरह की चीज निकाल लो लेकिन किसी चीज को परदे में तो नहीं रखना चाहिये। मैं माननीय मंत्री जी से कहना चाहता हूं कि कुछ ऐसी चीजें हैं जिन के खिलाफ हम नहीं बोल सकते हैं। लेकिन हमारा एक प्रजातंत्र राज्य है और पब्लिक सर्विस कमीशन जैसी संस्था की कार्यविधि की बहुत सी बातें हमें मालूम होनी चाहियें। साथ ही साथ जो रिटर्न टेस्ट होता है उस का इन्टरव्यू के साथ क्या संबंध है, यह भी स्पष्ट होना चाहिये। कभी कभी प्रघानता दी जाती है रिटर्न टेस्ट को। एक तरफ एक कैंडीडेट ऐसा था जो रिटर्न टेस्ट की वजह से रह गया और दूसरा कैंडीडेट इन्टरव्यू की वजह से रह गया। इसलिये ये चीजें स्पष्ट होनी चाहियें। यह कहा जाता है कि डी० पी० सी० के भी नियमों की वजह से कुछ गड़बड़ होती है। मैं समझता हूं यूनिजन पब्लिक

Service Commission

सर्विस कमीशन के पास भी ऐसे नियम नहीं हैं और अगर नियम हैं भी तो परदे के अन्दर रखे हुए होंगे, जो हमें नहीं मालूम। मैं जब कोई ऐसा प्रश्न मन्त्री जी से पूछता हूं तो कह देते हैं कि यह यूनिजन पब्लिक सर्विस कमीशन की बात है, हम नहीं बता सकते हैं। और यूनिजन पब्लिक सर्विस कमीशन से हम पूछ नहीं सकते। तो फिर उनका और आपकी मिनिस्ट्री का सम्बंध कैसा है? यह जो पब्लिक सर्विस कमीशन के ऊपर बर्का डाल दिया है उसको हटा दिया जाय और उसका सुन्दर रूप हमें मालूम हो जाय। यह जो प्रतिवेदन निकलता है कि ये ये खराबियां थीं तो यह भी आंकड़े देने चाहियें कि इतने इतने आदमी आए थे, यह हुआ, वह हुआ। समयभाव के कारण मैं उन सब बातों पर नहीं जाना चाहता, नहीं तो बताता कि किस तरीके से क्या होता है। मैंने जो कुछ भी संकेत दिया है उससे मुझे आशा है कुछ नतीजा निकलेगा और लोक सेवा आयोग उन बातों पर ध्यान देकर सारी कमियों को दूर करने की कोशिश करेगा। बहुत कुछ उसने कोशिश की है, बहुत कुछ सफलता उसको मिली है और जो कुछ थोड़ी बहुत कमियां चाहे वह सरकार में हों या आयोग में हों, रह गई हों तो उन्हें दूर करना चाहिये। केवल बातों को बढ़ा चढ़ा कर कहने से काम नहीं चलेगा। और यह नहीं कह देना चाहिये कि एक दफा अगर किसी ने त्रुटि कर दी हो तो आगे भी त्रुटि करता रहेगा और उसको आगे जिन्दा रहने का भी हक नहीं है। ऐसी भावना नहीं होनी चाहिये। इसलिये मैं फिर एक बार धन्यवाद देते हुए अपनी बातों को समाप्त करता हूं।

SHRI M. RUTHNASWAMY: Madam Deputy Chairman, according to the English proverb, "Good children must be seen, not heard". In a parliamentary system good departments must be neither seen nor heard. The Union Public Service Commission stands in a peculiar position. It is not a department of the Government but it cannot appear here to defend itself. The Minister, speaking on behalf of



the Union Public Service Commission, stands in a very peculiar position. He stands in the dock to defend himself against the Union Public Service Commission. Instead of defending the Union Public Service Commission, which he did in a few words, most of his time was occupied in defending himself and his Ministry against certain remarks of the Union Public Service Commission.

Now, Madam, the relations between the Government and the U.P.S.C. are peculiar. But before I go on to that, may I congratulate the Union Ministry because it must have had something to do with it on the constitution of the Union Public Service Commission? It looks a very strong body composed of retired judges, retired educationists and retired civil service men. It would have strengthened itself more if it had appointed also representatives of business because they would have introduced some business methods into the working and outlook of the Union Public Service Commission. And having set such a high standard of recruitment to the Union Public Service Commission the Union Ministry of Home Affairs might have seen "that its example was followed also by the State Governments because in recent years we have seen a steady deterioration in the appointment of Members to State Public Service Commissions. Men are appointed who, for instance, could not be appointed as High Court Judges, or for services to their party or because they represent a certain community which has powerful voting strength. Madam, the Madras Public Service Commission has been deprived of the services of educational men for most of the time that it has been in existence. It has been in existence for nearly thirtytwo years. It started in 1930 and in the whole of its history only two educational men have been appointed to the Madras Public Service Commission. So I would ask the Union Ministry—because they all form brothers of the same brotherhood, both here and in State Ministries—to give a direction that its example in the recruitment to the Pub-

lic Service Commission be followed also by the State Governments.

With regard to the relations between the Government and the Commission, many departures have been noted. Some departures from the recommendations of the Commission have been noted. One can allow departures with regard to the recommendations in regard to policy matters such as principles governing recruitment, period of training of probationers and so on. But in regard to the selection of personnel there should be no departure from the recommendation of the Public Service Commission because it is exactly to take away recruitment to the public services from party influences, from political influences, from political pressures that Public Service Commissions have been established in all progressive democratic countries. The Government itself should set an example in accepting the recommendations of the Public Service Commission. The Ministers say that, after all, they departed from the recommendations of the Public Service Commission only in five or six matters. But why should they depart even in these five or six matters? This is a matter of principle. The Union Public Service Commission was constituted in order to recruit men, in order to advise government on recruitment to the public services and without any exception, as I think is the case in England, the Government should accept the recommendations of the Union Public Service Commission. It does not convince anyone when the Union Minister rises in his place and says, "After all, it is only half a dozen instances in which we have differed from the Commission". It reminds me of the story of a woman who was brought before a magistrate's court for the offence of producing an illegitimate baby. She said, "After all, sir, it is a very small one". That plea does not excuse the enormity of her offence. The Union Minister saying that it was only half a dozen cases does not reduce the enormity of the offence in departing from the recommendation of the Union Public Service Commission. Especial-

[Shri M. Ruthnaswamy.] ly in regard to the recruitment of the woman candidate the behaviour of the Government has been simply scandalous. Here was a lady candidate recruited according to the rules laid down by the Government itself. The Union Public Service Commission recommended her candidature, recommended her appointment, and because ultimately the Government discovered some flaw in her previous career, her appointment was not accepted to the detriment of the public services . . . for that appointment, I presume, was necessary for the efficiency of the public services. Because they did not like the look of this candidate, they went to the extent of hurting the public services themselves. Such kind of things should not be allowed to happen by any Government which wants the public to respect the findings the integrity and reputation of the Public Service Commission. I am sure it was for some political not administrative reason that this candidate was not accepted. I remember a similar case. I am not letting out any secret because it is on the records of the Madras Public Service Commission. The Madras Government of the day wanted the Public Service Commission to recruit a candidate to the grade of Deputy Collector from the Harijan Community. The Public Service Commission of the day recommended a candidate. The name was sent back to the Commission with a query from the Government whether they could not find some other candidate. Three times the Madras Public Service Commission sent up the same candidate. Ultimately the Government thought better of it and did not appoint anyone to the Post of Deputy Collector. This kind of thing creates a very bad impression in the minds of the public. They think that the Government, after constituting an impartial and independent Service Commission, does not abide by the recommendations of that Commission. Even if it is one single instance, that is enough to create the impression that there is some hanky-panky going on in the departments of the Govern-

ment in regard to the appointment of persons.

With regard to the personality test, I am afraid the criticism in regard to it is brought down upon the Government's devoted head mainly by the use of the word 'personality'. Personality is a tremendous thing to affirm of any person, of any man or woman. It is a thing that is built up in the course of years. You cannot get at the personality of a man of 21 years appearing before you. The old nomenclature was much more humble, much more modest and therefore much more truthful. The old nomenclature was 'examination by interview and record'. That is the thing that a Public Service Commission does. It has the record of the candidate before it, his school record, his university or college record, the record about his work, about his examination, about his achievements in the hostel, in the debating room and in the athletic field. It has all this information before it and it interviews the candidate for half-an-hour by putting him questions that would elicit not only information about the extent of his knowledge but also about his character, about his habits of life, his interests. The most useful method is to ask questions about his life and let the candidate speak most of the time instead of the interviewers occupying most of the time as is the usual practice. In half an hour the candidate would be able to reveal his own life, his own character, if the questions were properly put and it is by interview and record and not by this high-sounding name of personality test that the fitness of a candidate—it is not his personality that is being tested but it is the fitness of the candidate—for the particular post for which he is applying is tested. It is these simple methods of interview and record that should be adopted.

I quite agree with Mr. Mani that the U.P.S.C. should issue an annual report on the examinations, both written and the interview examinations, giving information in regard to the records of the candidates, information in regard especially to the university

from which he has applied, from which he took his degree. That is done in the reports of the English Civil Service Commission. Another recommendation I would like to add to the U.P.S.C. is that they should add to the list of subjects, the subjects which the candidates should be encouraged to study. Of late I have found that there has been a decline in the devotion of students and the universities paid to historical studies. Many university colleges have gone in for Economics and sciences in preference to historical subjects, so that most of the history classes in our universities in the South are denuded of students. It would be a good thing if the U.P.S.C. prescribed a larger number of historical subjects like the History of India, the History of England, the History of the World, the History of Europe, so that the candidates may know that they can acquire sufficient number of marks by presenting a number of these history subjects. So the prestige of history should be elevated. That is what was done by the

Civil Service Commission in England. It gave prominent position and a large number of marks at its examination to the Classics—Greek History, Roman History, Greek Philosophy and other classical studies. That is one of the reasons why the Universities there paid so much attention to classical studies. Similar is the position in regard to mathematics. So, as a student of history, I would put in a plea for these historical subjects so that the U.P.S.C. could give some new prestige, an influence, to historical studies so that historical studies may rise from the decline into which they have set in recent years at our universities.

With these remarks, I shall conclude by congratulating the U.P.S.C. on its fine record of work and service to the country and hope and pray that the Union Ministry and the Government of India would adjust themselves to the working of the U.P.S.C. and interfere as little as possible, reduce even to a vanishing point their interference with the findings of the U.P.S.C. especially in regard to recruitment of personnel. In doing so,

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they in their turn, would be elevating the prestige of the U.P.S.C. and by doing so they would also raise the level of administration in our country.

श्री भगवत नारायण भागवत (उत्तर प्रदेश) : उपसभापति महोदया, मैं न तो गवर्नमेंट की अनियमितता पर कुछ कहना चाहता हूँ, न उनके दोष और त्रुटियों को बतलाना चाहता हूँ और न ही मैं पब्लिक सर्विस कमीशन की कमियों के ऊपर कुछ कहना चाहता हूँ क्योंकि इन सब चीजों के बारे में यहाँ पर अभी काफी कहा जा चुका है। मैं तो एक ऐसे महत्वपूर्ण विषय पर कुछ शब्द कहना चाहता हूँ जिस पर पब्लिक सर्विस कमीशन ने हर साल हमारा ध्यान आकृष्ट किया है। हर साल की तरह इस साल भी उन्होंने अपनी रिपोर्ट के आठवें सफा पर हमारा ध्यान दिलाया है। पब्लिक सर्विस कमीशन को हमेशा यह शिकायत रही है कि उसे टैकनिकल, साइंटिफिक और मेडिकल सर्विसेज के आदमी पर्याप्त संख्या में नहीं मिलते हैं। पब्लिक सर्विस कमीशन इस बात को हमेशा अपनी रिपोर्ट में दोहराती रही है, परन्तु इस ओर हम लोगों का कोई विशेष ध्यान अभी तक नहीं गया है। इस तरह के आदमी न मिलने के कारण क्या हैं, इस ओर हमें देखना है और उन कारणों को मालूम करके उपाय सोचना है कि किस तरह से इस कमी को दूर किया जा सकता है। हमारे देश में टैकनिकल और साइंटिफिक तथा इसी तरह के योग्य आदमियों की कमी नहीं है, इस बात को प्लानिंग कमीशन ने भी स्वीकार किया है। प्लानिंग कमीशन में एक स्टडी ग्रुप है और श्री त्रिवेदी जो प्लानिंग कमीशन के मेम्बर हैं उन्होंने भी इस बात का जिक्र किया है कि हमारे देश में टैकनिकल और साइंटिफिक आदमियों की कमी नहीं है और गवर्नमेंट भी इस बात को मानती है। लेकिन कारण यह है कि हमारी जो एडमिनिस्ट्रेटिव सर्विसेज हैं उनका वेतन ज्यादा है, उनका ओहदा ज्यादा है जिसकी वजह से हमारे देश के नवयवक

[श्री भगवत नारायण भार्गव]

इन सर्विसेज की ओर ज्यादा दौड़ते हैं। यहां तक देखने में आया है कि हमारे देश के नव-युवक वैज्ञानिक शिक्षा प्राप्त करके विदेशों में नौकरी करने के लिये चले जाते हैं। हमारे देश में जो नवयुवक एम० एस्० सी० पढ़ कर पी० एच० डी० प्राप्त कर लेते हैं उन्हें भी यहां पर अच्छी नौकरी नहीं मिलती है और उन्हें निराश होना पड़ता है। इसका नतीजा यह होता है कि ये लोग जब निराश हो जाते हैं तो एल० एल० बी० पास करके वकालत करना शुरू कर देते हैं। यह एक अचम्बे की बात है कि जो आदमी पी० एच० डी० प्राप्त कर ले फिर वकालत का पेशा शुरू कर दे। इसलिये सरकार का यह कर्तव्य हो जाता है कि वह इस कमी को दूर करने के लिये कोई उपाय जल्दी से सोचे। गवर्नमेंट ने सन् १९५४ में सबसे पहले इस कमी का अनुभव किया था और कौंसिल आफ साइंटिफिक एण्ड रिसर्च ने इस प्रश्न पर विचार करने के लिये एक कमेटी बनाई कि साइंटिफिक सर्विसेज का कैसे उत्कर्ष हो और इन लोगों को इस ओर कैसे आकर्षित किया जाय। उस कमेटी की कई बैठकें हुईं। उसके बाद फिर जो इस समय प्लानिंग कमीशन के मेम्बर हैं प्रोफेसर पी० सी० महानालोबिस, उनके सभापतित्व में एक कमेटी बनाई गई और उसको यह प्रश्न सुपुर्द किया गया। उस कमेटी ने अपनी एक रिपोर्ट में यह कहा है :

"The Committee is of the unanimous opinion that the pay, prospects, retirement and other benefits, of scientific workers should be made as attractive as those of the administrative services in the Government."

इस कमेटी ने ये सिफारिशें मार्च १९६० में कीं। उसके बाद फिर पता नहीं चला कि इसकी बैठकें हुईं या नहीं हुईं और उसने कुछ किया या नहीं किया। गवर्नमेंट का ध्यान इस प्रश्न पर मैंने पहले भी दिलाया था और इस समय श्री दातार यहां नहीं हैं, इसलिये मैं

उनके आ जान पर इस बात को कहूंगा ताकि वे इसको सुन सकें।

इसके अतिरिक्त गवर्नमेंट को यह चाहिये कि अनेक विभागों के लिए जिन विषयों में योग्य लोगों की आवश्यकता होती है, उन विषयों की उच्च कोटि को पढ़ाई का प्रबन्ध हर विश्वविद्यालय में होना चाहिये। बहुत से ऐसे विज्ञान के विषय हैं जिनकी पढ़ाई एक या दो विश्वविद्यालयों में होती है। जब हमको इतने वैज्ञानिकों की आवश्यकता है तो गवर्नमेंट को इस बात का प्रबन्ध करना चाहिये कि उच्च कोटि की रिसर्च, उच्च कोटि का अध्यापन और उच्च कोटि का व्यावहारिक प्रशिक्षण इन विश्वविद्यालयों में दिया जावे। किसी पोस्ट के लिए, किसी पद के लिए, किसी डिपार्टमेंट के लिए अगर किसी खास ट्रेनिंग की आवश्यकता है तो उसका प्रबन्ध या तो विश्वविद्यालयों में किया जाये या फिर उनके कहीं लिए अलग संस्थाएं बनाई जायें जिनमें प्रशिक्षण दिया जा सके।

यह जो मैंने कमेटी का जिक्र किया, उसके टर्म्स आफ रिकॉन्स में एक बात यह भी थी :

"Consideration of All-India Scientific Service."

उसके ऊपर भी उन्होंने सिफारिश की थी। अगर इस तरह की कोई सर्विस बन जाती है और जैसी और आल इंडिया सर्विसेज हैं, उनकी समानता पर इस सर्विस को भी रखा जाता है तो यह बेरी मान्यता है कि उसी योग्यता के लोग इस सर्विस के लिए भी मिल जायेंगे।

अब चूंकि श्री दातार अपनी सीट पर आ गये हैं, मैं उनका ध्यान इस ओर आकर्षित करना चाहता हूँ कि लगभग छः महोने हुए जब उन्होंने इस हाउस में स्पष्ट आश्वासन दिया था, डेफिनिट अश्योरेंस दिया था कि जो साइंटिफिक सर्विसेज हैं, उनका वेतन, उनके स्टेटस और प्रास्पेक्ट्स को हम ऐडमिनिस्ट्रेटिव सर्विसेज

की बराबरी पर लाने के लिए तैयार हैं और इस पर हम विचार करेंगे। उसी समय उन्होंने यह भी कहा था कि पे कमीशन इस बात के लिये राजी नहीं है कि आल इंडिया सर्विस स्थापित की जाय। संभव है कि कुछ कारण ऐसे हों जिनसे पे कमीशन की यह राय हुई हो। परन्तु बल्कि सर्विस कमीशन एक सिफारिश करता है और गवर्नमेंट उसको नहीं मानती है। इसी तरह से यदि पे कमीशन ने कोई सिफारिश की है और गवर्नमेंट उचित समझे तो उससे भी वह अपनी असहमति प्रकट करके आवश्यक कार्यवाही कर सकती है। यह बात गवर्नमेंट को माननी पड़ेगी कि यह बात पब्लिक सर्विस कमीशन हर साल कहता है कि हमको योग्य साइंटिफिक पर्सनल नहीं मिलते हैं और उनकी कमी रहती है। उन्होंने इस बात पर जोर दिया है कि :

"The main fields in which it was difficult to find suitable candidates related to medical, engineering, scientific and technical posts."

और उन्होंने यह भी लिखा है कि हमने सब कांशिशें की लेकिन फिर भी वे नहीं मिले :—

"Despite such efforts made through personal contacts, suitable candidates were not available for recruitment to 107 posts."

मैं आशा करता हूँ कि गवर्नमेंट इस ओर ध्यान देगी।

दूसरा कारण जो योग्य और अनुभवी आदमियों के न मिलने का है वह यह है कि जो विज्ञापन इस आयोग को तरफ से रूपा उसमें उन्होंने कहा कि इंजिनियरिंग क्वालिफिकेशन एम० ए० सी० हैं और डिजाइनेबल एक्सपीरियंस इतना होना चाहिये। इसके साथ यह भी हुआ कि एडवर्टिसमेंट में यह नहीं भेजना किया गया कि एम० ए० सी० किम डिवाइजन के चाहिये। लेकिन उन्होंने यह किया कि ऐसे पस्ट डिवाइजन वाले, जिनको कोई अनुभव नहीं था,

उनको उन्होंने इन्टरव्यू में बुला लिया और सेकन्ड डिवाइजन वाले जो अनुभवी थे उनको नहीं बुलाया। जैसा कि मैंने जिक्र किया मि० त्रिवेदी जो प्लानिंग कमीशन के मेम्बर हैं उन्होंने यह कहा था कि साइन्टिस्ट की कमी नहीं है मगर हम अनुभवी आदमी चाहते हैं और यद्यपि उस विज्ञापन में साफ लिखा था कि अनुभव प्राप्त लोगों को प्रिफरेंस दिया जायेगा परन्तु वे सेकन्ड डिवाइजन थे इसलिये उ को नहीं बुलाया गया। तो जो अनुभवी और योग्य आदमी हैं उनको केवल डिवाइजन देसिग्नर रिजेक्ट कर देना और इन्टरव्यू में न बुलाना यह एक तरह की गलती है। हम जानते हैं कि हमारे विश्वविद्यालयों में डिवाइजन का क्या महत्व है। कई जगह तो डिवाइजन पक्षपात के कारण दिये जाते हैं। कई उदाहरण मुझे ऐसे मालूम हैं कि जिन्होंने बी० एस० सी० थर्ड डिवाइजन में पास किया वे एम० ए० सी० में फर्स्ट डिवाइजन ही नहीं पास हुए बल्कि उन्होंने टाप भी किया। कुछ युनिवर्सिटीज में ऐसा होता है कि वे समझते हैं कि हमारे यहां के स्टूडेंट्स को अच्छी अच्छी नौकरियां मिल इसलिए उनके यहां थर्ड डिवाइजन होता ही नहीं है। तो केवल डिवाइजन के ऊपर ध्यान देना और अनुभव के ऊपर ध्यान न देना यह बड़ी गलत बात है।

एक बात के ऊपर मैं और ध्यान दिलाना चाहता हूँ। रिपोर्ट के पांचवें पृष्ठ पर उन्होंने लिखा है :

"The Commission formerly used to publish detailed results of the various examinations held by them together with reviews on the performance of candidates for the information of all candidates educational institutions, etc."

अब वह कहते हैं कि इकीनौमी के कारण हमने इसको बन्द कर दिया है। लेकिन अगर बन्द किया है तो यह बड़ी गलती है क्योंकि केवल एजुकेशनल अथॉरिटीज को वह भेज देना काफी नहीं

Service Commission

**[श्री भगवत नारायण भागव]**

है। जो विद्यार्थी एक बार बैठा है वह अगर फेल हो जाता है और उसके सामने पुरो इन्फार्मेशन आता है तो वह उससे समझ सकता है कि किस तरह को गलतियां उसने कीं जिनका कारण वह फेल हो गया। इसलिए जहां गवर्नमेंट का रुखा बहुत जगह बरबाद होता है वहां वह इस इकोनोमी को काम में न लाकर के यदि वह पब्लिक सर्विस कमिशन को इसके लिए रुखा दे तो इससे बड़ी सहायता होगी और विद्यार्थियों का इससे मार्ग दर्शन होगा।

SHBI AHJUN ARORA: Madam Deputy Chairman, a Public Service Commission is a necessary part of a democratic government. It is universally accepted that there should be some authority independent of political influence to deal with recruitment and management of the public services. It is interesting to recall that in this country the first Public Service Commissions were established only after the 191

9 constitution when diarchy came into vogue. The British rulers, till the Act of 1919, thought that recruitment to Government service was an act of patronage which they exercised. But when diarchy came and some Indian Ministers, however today, were appointed, they deprived them of that right and patronage and Public Service Commissions were appointed. The fact, however, remains that an efficient civil service is a pre-requisite of a democratic government and it is also well accepted that recruitment to Government services should not be an act of political patronage. We have, however, in this country adopted the pattern which the British made and we have persisted in it without making any change whatsoever. I have gone through the Report. It is a Report of a routine nature. The Report is not very different from the Report that one had last year. The essential question today is, does the present Public Service Commission, its methods, its

practices, satisfy our present requirements? I submit that the Public Service Commission does not seem to have in view the social purpose that the country has adopted. The British administrative machinery as developed in the nineteenth century Britain has failed even in Britain. Its failure is recognised in that country as well. It had long ago reached the limits of its usefulness. Though in Britain there is a tendency to give up that old nineteenth century system we in this country, thanks to our Home Ministry, persist in it. The basic weaknesses of the British system were mentioned by Dr. Paul Appleby who is a well-known expert on public administration. Addressing a meeting at the Indian Institute of Public Administration in April this year, Dr. Paul Appleby said that he agreed with the argument of an American colleague who thought that if the British had been as able administrators as many had thought them to be neither India nor the United States of America would be independent nations today. This is what an American expert whom the Government have repeatedly imported thinks of the system but we persist with it.

Our needs today are a thorough overhaul of the system of recruitment and I am afraid the present personnel of the Public Service Commission with antiquated ideas and outmoded ways is the last authority which will do so. Since independence, a continuing heavy load has been placed on public administration in this country and that requires that the services should have the same social purpose in view which we in the country have adopted. The Public Service Commission has miserably failed in recruiting that type of officers. When we in this country adopted the concept of a Welfare State it was obvious that we should keep our commitments to people in view when we recruit staff to man the services. What happens today is that the same mercenary type which flourished under British rule is now manning our services and is flourishing, thanks to the methods of the

Public Service Commission. We want a change in the method of recruitment and in this we should try to evolve some method by which we will recruit persons who have got a thorough realisation of the changed character of the services today. In this context also, I should like to quote the comments not of the Communists but of the famous American expert, Dr. Paul Appleby. Speaking on "Good Administrator" in New Delhi, he said, "In India one who had no deep sense of emotional environment in the programmes adopted or was not thoroughly attached to the Welfare State commitment could not be called a good administrator". Now, I want the learned Minister to look at the list of people whom he recruits in the services, thanks to the academic tests of the Public Service Commission, and find out whether they have any attachment to the programmes that we have in view, and I am sure he will find that this has not happened. As a matter of fact, a good administrator today must be properly programme orientated. The Public Service Commission does not seem to accept this basic fact. As long as the Public Service Commission does not accept this basic fact that the services recruited today should be programme orientated, should be devoted to the socialistic pattern which the country wants to establish, efficiency in the administration will continue to go down. Parkinson's law will continue to be affective and nepotism and corruption will continue to grow. If this country is to be built on sound lines, the whole pattern of recruitment will have to be changed and we will have to think of ways other than the one which the Union Public Service Commission adopts. My submission is that the Union Public Service Commission its composition, its functions, its jurisdiction, etc., all need revision and most of all, the spirit which pervades it that Commission which, as Prof. Gurupada Siwamy pointed out, is based on academic qualification should be changed. And unless that is done the country will not have a proper civil service.

A word about the syllabi adopted by the Public Service Commission will be out of place. Mr. Nawab Singh Chauhan was very correct in demanding that Hindi should have been recognised long ago as an alternative medium. What has happened is that the Commission has ignored the basic fact of

the Constitution that English is here only as a temporary guest and not as a permanent language of the country. The Commission has ignored Hindi. It continues to lay as great an emphasis on English as its predecessors did before our Constitution came into being. The result is that those States where Hindi and the regional languages have been adopted as the medium of instruction continue to suffer and a lop-sided development is taking place. The result is also that the parents today want their children to be educated in schools run by foreign missionaries and in those schools, English is taught, in those schools Queen Elizabeth is respected and not Pandit Nehru. The result is that our emphasis on English, our emphasis on the old British methods of recruitment, the old British technique, the respect for the language of the Britishers and not of the Indians, has led to a situation in which the cream of our youth, the cream of our country, is being educated not in our language, not in an environment conducive to national pride but in environments foreign to our land. In this country we are encouraging foreign pockets, foreign cultural pockets, thanks to the short-sighted policy of the Union Public Service Commission, which in the 15th year of our independence gives greater importance to English and English-oriented 'babus' than to nationalists who accept the programme of the Government.

SHRI K. V. RAGHUNATHA REDDY (Andhra Pradesh): Madam Deputy Chairman, at the very outset I would like to state that I agree with many of the remarks made by the previous speaker regarding the character and the transitory stage in which the Public Service Commission has to be discussed. After 15 years of independence we are not able to

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[Shri K. V. Raghunatha Reddy.]

with the past as far as the Services are concerned. It has often been mentioned by the leaders of the nation including members of the cabinet that

that there is a pathological lack of national consciousness still prevailing in the country which hampers the growth of economy and the development of society towards socialism. This is no doubt a correct statement of fact. In this context may I ask, what is the role to be played by the Services in the States and in the Centre? Have they got any role to play in shaping this country towards the growth and development of socialism in the country or not? It cannot be denied that they have certainly got a role to play. The old Civil Service of the British days had been definitely very efficient for the purpose of attaining the objectives which they were entrusted with. But now we have not got that efficiency of the old type because the objectives have changed. Now, do the Services realise the national objectives enunciated in the Third Five Year Plan or to put it at the minimum, at least the programme that had been laid down to the Congress from Avadi to Nagpur or Madurai? Certainly not. Is there no remedy to solve this pathological problem? The only remedy is to scrap the entire Services and reorganise the Services including the Public Service Commission on a totally reoriented basis of national consciousness. Madam Deputy Chairman, in this context we must realise that the people who constitute the Services are not mere automatic machines but they are persons who have got a tremendous role under the various enactments to play for the purpose of shaping this country. In certain places in this country where ignorance is highly prevalent, they constitute the entire local or regional leadership for the purpose of development of the country. If this fact is not realised even after 100 years with this type of administrative structure, we will not be able to march forward and even if we did a little it will be at a snail's pace

Madam, coming to the appointment of scheduled caste members to public Services, it is desirable that more persons from the sched

uled castes, even though they may not come up to the mark, must be appointed in the Services. This is for the very simple reason that they are the people who had been neglected for long years and socially and economically the scheduled castes and the scheduled tribes form the most backward of the Indian masses. Institutionally and sociologically they do not have the same advantages which the upper classes in India have got. By training, by the academic atmosphere in their houses, except perhaps in certain cases, the upper classes and the middle classes might be able to satisfy the tests of personality. I do not know whether the Service Commission or the Ministers of the Government have understood the real concept and scope of personality because it is not merely psychological but it has also got socio-psychological aspect. I do not know whether the men in charge of public affairs have really understood the exact scope of the word 'personality' as used in psychology and sociology. For this purpose unless we understand also the impact of environmental influences on the growth of mind, we will not be able to understand the role of personality in human affairs. And if a person belonging to a backward community or a backward tribe is not able to satisfy the tests, it is not his fault. It is the fault of the society which had put them down all these years under economic slavery. Therefore, they cannot be blamed. As far as they are concerned, this test of personality must be done away with. If they satisfy the minimum needs for public service, that should be sufficient enough and I am sure they would be able to play a tremendous role in this country in the matter of developing the country towards socialism because they are the men of the soil, they are the people who have suffered all these years. Certainly they will be in a much better position



to understand the problems of the country and of the people than those born with a silver spoon or with a book in their hands.

I would only like to refer to one more aspect of the problem. There is a growing tendency nowadays on the part of the Central Government for increasing the number of Central Services. There is a talk in the air that Health Services must be centralised and various other Services like Forest, Education, etc. might be centralised. Though it may look apparently very attractive—because probably the salaries might be increased—this, I am afraid, is a dangerous tendency on the part of the Central Government and this tendency for centralisation would be in effect the negation of provincial autonomy guaranteed to the States under the Constitution. If you create Central Services for every walk of life, the State Governments will be brought to nothing. Mr. Datar may say that after all the State Governments are only supervisory Governments and that he has got power to deal with them. Further there is a psychology developing among the members of Central Services who are working in the States that they can do anything and that in case of any disciplinary action their oases will not be dealt with by the State Government. In this context of things I think it would be better to limit the Central Services to these affairs in which the Central Government has a direct role to play; in all matters which relate to State Governments please do not import the Central Services into provincial affairs. Let the State Governments recruit their own Services and manage their own affairs.

Thank you very much.

SHRI J. S. PILLAI (Madras): Madam Deputy Chairman, am I the last speaker?

THE DEPUTY CHAIRMAN: No; there are three more. At 5-10 the Minister will reply.

SHRI V. M. CHORDIA: You were last in the Commission but not last here.

SHRI J. S. PILLAI: I shall try to be as brief as possible.

Madam, my connection with the U.P.S.C. ceased about eleven months ago but the things that are mentioned in this Report took place during my membership and I had no mind to speak on this because if I were to speak, I shall either defend it or decry it, both of which will look ridiculous. However, Madam, I wish to bring to the notice of this House an important point, namely, the service condition at the Members of the Commission. I hope the House would remember that only during the last session we passed a Bill which recommended pension for our President. Why did we agree to it? The reason is that the President after retirement should not be left to the tender mercies of his sons and grandsons for his livelihood. He should be independent regarding his livelihood. There is nothing in the Constitution which prevents an ex-President from taking up any office either under a State or under the Union. We know that Shri Rajago-palachari after retirement became the Chief Minister of Madras. So the question I want to pose before the House is, what is the position of a Member of the Commission after retirement? The position is given in the Constitution. Article 319 reads as follows:

"a member other than the Chairman o\* a State Public Service Commission shall be eligible for appointment as the Chairman or any other member of the Union Public Service Commission or as the Chairman of that or any other State Public Service Commission . . .

The emphasis begins here: —

"but not for any other employment either under the Government of India or under the Government of a State."

The marginal heading says: "Prohibition as to the holding of offices by

LShn J. S. Piliai.J

members of Commission on ceasing to be such members." Here the word 'offices' is used. In the middle of the article the word 'employment' is used. The legal luminaries have interpreted this article to the effect that a member of a Service Commission after retirement should not hold any office either under the State or under the Union. The offices include Ministership, Speakership, etc. As you know, I was Speaker for ten years before I took up appointment as a member of the Union Public Service Commission. I shall not even revert to the old position. Then, I cannot become an officer in any statutory body of the Government. Perhaps the House will be surprised to hear that an ex-member of the Andhra State Public Service Commission was appointed as an examiner to set question papers. A fee must be given to him, but the Accountant-General refused, because it is against the Constitution. Taking fee for an examination is against the Constitution. He after retirement . . .

SHRI SATYACHARAN: May I interrupt? I think it is a misinterpretation of the Constitution.

SHRI J. S. PILLAI: It may be.

SHRI SATYACHARAN: It only refers to salaries and emoluments.

SHRI J. S. PILLAI: I am giving the legal opinion. He is a great man. I do not want to name the gentleman. You may differ in this respect. The only office in India in which the holder of the office is prevented not only from holding any other office after retirement but also to whom pension is denied, is membership of the Public Service Commission. Some of the States are already giving pension to the members of their Public Service Commission. For example, Bihar is giving pension to the members of the Bihar Service Commission. Maharashtra is giving pension to the members of the Maharashtra Service Commission. Rajasthan is giving pension. I think Gujarat is also giving pension.

When Pantji was alive, he had first refused, but then about a month before his death he agreed to give pension. All that I want from the Government is either they should amend the Constitution so that ex-members can be allowed to take up another office or they should give pension.

THE DEPUTY CHAIRMAN: Or become Members of Parliament.

SHRI J. S. PILLAI: I am not very certain of that. If you take it to the Court, by a writ petition you will get the interpretation of this article. I am not sure in this respect. If the Government propose pension, I will not be benefited as I have already retired. I am only pleading for the newcomers. It would be a fitting monument for Pantji. Have I exceeded the time allotted to me, Madam? If so, I will resume my seat.

SHRI NAFISUL HASAN: Madam Deputy Chairman, I join the hon. Minister in the warm tribute he has paid to the U.P.S.C. They really deserve our thanks for the devoted and conscientious service they have rendered to the country. The hon. Minister has said that it is only in four cases that the Government has not accepted the recommendation of the Commission. I wish there had been not even a single case. I have carefully gone through the Memorandum explaining the action taken by the Government. Out of these four cases, two relate to rules. One is about the examinations and the other is about the period of probation for the I.A.S. officers. I have absolutely no complaint whatsoever about the decision of the Government on these two matters, although these are matters on which people may differ. I may hold one opinion and another person may hold another opinion. These are matters relating to the Services. Government wants that after the training, which lasts for nearly one year, an officer's work should be watched for at least one year and that he should not be confirmed immediately after training. I think the decision of the Government is correct.

Similarly, the hon. Minister has explained it. The decision of the Government to treat the one combined examination as three examinations, as they really are, is the correct one, because the other decision would have deprived one who had appeared in only one examination from appearing in the other examinations.

There are two cases of appointment. One relates to the post of Law Officer of the Delhi Corporation. I do not know if it was possible for the Government to see that the opinion of the Commission was implemented. Probably they did not want to go against the autonomy of the Delhi Corporation. The other case has already been discussed and I do not know what were the circumstances under which the selection was made by the Commission. It is possible that the Service record might not have been received by the time the selection was made. The candidate being the best of all those who were available was recommended.

Serious objection has been taken, and I think rightly, by the Commission to the delay in making appointments and also to the irregular appointments. That is a normal thing with the various officers who are the appointing authorities. They adopt these methods. They appoint a person and allow him to continue for some time. They do not make the reference in time. Then, after some time has passed, they make the reference and delay matters by one pretence or another. I would suggest that the moment an appointment is made, a copy of the appointment order must be sent to the Commission, so that the Commission at their end may check up and see that a temporary appointment is not allowed to go on beyond six months and if a requisition does not reach them within six months, they may draw the attention of the Ministry concerned to it. If this course is adopted, I think there will be a few cases of irregular appointment. Five cases have been noted by the Commission, and I think that some of them are quite

serious. In one case a person was allowed to continue for three or four years although his two seniors had been adjudged twice to be better entitled to that post.

Then the hon. Minister during the course of his opening speech has also dealt with the cases of Scheduled Castes and Scheduled Tribes. It is gratifying to learn that the number of Scheduled Caste and Scheduled Tribe candidates has appreciably increased, and most of the credit for this probably goes to the training they have received in the Institute that has been opened at Allahabad. For four or five years now it has been there in the Allahabad University.

The Minister has also referred to the decision of the Supreme Court in a case which went up before it. I yield to none in my desire that the Scheduled Castes and Scheduled Tribes should be uplifted as soon as possible. We should afford them all help in their education, in their direct recruitment, in their economic condition, and so on. But I must submit before this House that it will be very dangerous if this principle of reservation is applied to promotion cases. Promotions are made on the basis of merit or on the basis of seniority. These principles are wholesome. Any other consideration outside it will undermine the efficiency of the services.

SHRI J. S. PILLAI: How is merit to be judged in such matters?

SHRI NAFISUL HASAN: My friend has been in the Commission for such a long time, he must have presided over a number of departmental Committees and he knows how merit is judged both in direct recruitment and in promotion. He probably does not require any information from me.

SHRI J. S. PILLAI: Then probably you are not aware of how merit is measured.

SHRI NAFISUL HASAN: Thank you, Madam. That is all I wanted to say,

**प्र० सत्याचरण :** माननीया उपसभापति महोदया, भारतीय संविधान के अनुच्छेद ३२३:१ के अनुसार जो संघ लोक सेवा आयोग की ११वीं रिपोर्ट हमारे सामने विचारार्थ प्रस्तुत की गई है उस का मैं हृदय से स्वागत करता हूँ ।

रिपोर्ट के पढ़ने के पश्चात् यह साफ साफ जाहिर होता है कि जितनी गतिविधि बहुत से मंत्रालयों की है उसका इसमें एक प्रकार का प्रतिबिम्ब दिखलाई देता है, उस की एक छाया दिखलाई देती है । इस में इस देश के भीतर किस प्रकार से उचित उम्मीदवारों की भर्ती विविध कार्यों के लिये कर रहे हैं और उस के लिये देश में क्या प्रयत्न हो रहा है, ये बातें झलकती हुईं सी हमारे सामने दिखलाई दे रही हैं ।

इस संबंध में इतना ही एक उदाहरण देना पर्याप्त होगा और वह संघ लोक सेवा आयोग की उपयोगिता को प्रमाणित करेगा कि लगभग १२,५०० मामलों में केन्द्रीय सरकार द्वारा जो सलाह ली गई उस में इस आयोग की केवल ५ विषयों में अवहेलना की गई है । केवल चार मामलों में उस की राय नहीं मानी गई । १२,५०० मामलों में राय मांगी जाय और उस में केवल चार मामलों में केन्द्रीय सरकार के साथ यदि किसी तरह का एकमत नहीं होता है तो इस में संदेह नहीं कि आयोग के लिये यह एक बहुत बड़ी महत्ता की बात है ।

संघ लोक सेवा आयोग की इस रिपोर्ट में बहुत सी बातों पर प्रकाश डाला गया है । इतने संक्षेप में मेरे लिये बड़ा कठिन है कि व्यापक रूप से उस की व्याख्या करूं और उस के ऊपर प्रकाश डालूं । लेकिन कुछ बातें ऐसी हैं जिन के संबंध में यहां पर कहना आवश्यक है । जैसा कि हमारे योग्य साथियों ने भी कहा, जहां तक अनुसूचित जातियों और जहां तक महिलाओं का प्रश्न है इन का उचित रूप से

धीरे धीरे सेवाओं के अन्तर्गत आना स्वागत करने की बात है । यह देश की उन्नति का प्रमाण है और उस की प्रतिष्ठा का परिचायक है ।

मुझे एक बात यह निवेदन करनी है कि ७ मार्च, सन् १९६१ ई० का दिल्ली में इस बात के लिये एक सम्मेलन किया गया था कि जितने राज्यों में इस प्रकार से लोक सेवा आयोग बने हुए हैं उन की राय ली जाय और इस प्रकार की कोई मशीन बनाई जाय जिस से सारे देश के लोक सेवा आयोगों को हम एक स्तर पर लाकर खड़ा कर सकें । मुझे बहुत दुःख है और वस्तुतः यह चिन्ता की बात है कि केन्द्रीय लोक सेवा आयोग की ओर से यह प्रयत्न किया जाय कि सारे देश का ढांचा एक हो, जितने लोक सेवा आयोग हैं वे इस प्रकार के नियमों में बंधे हुए चलें, कन्याकुमारी से लेकर काश्मीर तक, जहां तक कि सेवा के क्षेत्र का विस्तार का, कार्यप्रणाली का संबंध है, उस में एकता हो, किन्तु वह चीज न हो सके । मैं आशा करता हूँ कि यदि इस प्रकार का प्रयास भविष्य में किया गया तो वह सफल होगा ।

मैं एक विषय की ओर और ध्यान आकर्षित करना चाहता हूँ और वह यह है कि जो आयोग की हिन्दी की रिपोर्ट है उस के छठवें पृष्ठ पर यह बतलाया गया है कि कुछ ऐसी नौकरियां हैं जिन के सम्बन्ध में उम्मीदवारों को प्राप्त करने के लिये कोशिश की गई किन्तु उन्हें प्राप्त करने में असफलता हुई । यदि इस की तालिका देखी जाय तो यह भी एक दुःख की बात है । परिशिष्ट ८ में यह साफ बतलाया गया है "आफिसर आन स्पेशल ड्यूटी : बोकेशनल ट्रेनिंग : आफिस आफ दी चोफ एडमिनिस्ट्रेटर, दंडकारण्य प्रोजेक्ट, पुनर्वास मंत्रालय" । इसी प्रकार से तमाम तालिकायें दी गई हैं । उन में एक यह भी है : "प्राचार्य, सम्पादन, भारत की फिल्म संस्था, सूचना व प्रसार मंत्रालय इत्यादि इत्यादि" ।

इस सम्बन्ध में मैं कहना चाहता हूँ कि गत बार इसी आयोग की रिपोर्ट के सम्बन्ध में बोलते हुए मैंने स्वयं कहा था कि इस प्रकार की कोई केन्द्रीय मशीनरी, ऐसा कोई केन्द्रीय क्षेत्र होना चाहिये, कोई संगठन होना चाहिये जिस के द्वारा जिन जिन मंत्रालयों की जितनी आवश्यकताएँ हैं, जो उन की जरूरियात हैं, उसी के अनुसार एक तालिका बनाई जाय और उसी के प्रसंग में, उसी के तहत में, इस बात की कोशिश की जाय कि उन लोगों को जगह जगह पर ट्रेनिंग दी जाय जिस से इस प्रकार की शिकायत कभी हमारे सामने न आवें। मुझे बड़ी प्रसन्नता है कि आयोग ने इस बात को नोट किया और यह इस में साफ देखने को आता है। सातवें पृष्ठ पर लिखा है कि—

“कर्मचारियों को आवश्यकता का अनुमान वास्तविक आवश्यकता से काफी पहले लगा लिया जाना चाहिये और उन के प्रशिक्षण का उचित प्रबन्ध किया जाना चाहिये।”

मैं समझता हूँ कि उचित दिशा में यह कदम उठाया गया है।

कई विशेष बातें थीं जिन के ऊपर मैं कहता, किन्तु अन्त में आप की अनुमति से एक दुःखद और कटु प्रसंग को उपस्थित करने जा रहा हूँ। इस के लिये मैं माननीय मंत्री महोदय से क्षमा चाहूँगा। किन्तु उन का और सदन के सदस्यों का सम्मिलित प्रयास इस बात का है कि देश के भीतर इस आयोग के द्वारा एक खास परम्परा हम सेवकों की स्थापित कर सकें और उन के द्वारा एक स्वस्थ शासनप्रणाली का उद्घाटन कर सकें।

साथ ही साथ जो देश में कठिनाइयाँ उपस्थित हो रही हैं उन के शमन के लिये इस मशीनरी के द्वारा हम सशक्त हों। इसी-लिए, इसी प्रसंग में, मैं कहना चाहता हूँ कि

इस सघ लोक सेवा आयोग के दफ्तर में जिस तरह का कार्य चल रहा है उस से कुछ हमारे मन में आपत्ति की गुंजाइश अत्यन्त होती है। क्या आप के दफ्तर में एक व्यक्ति इस प्रकार का नहीं है जोकि लगभग १५ वर्षों से काम कर रहा है, इसी पद पर है और उस के हाथ में बहुत बड़ी सत्ता है, यानी वहाँ आई० ए० एस० और तमाम एलाइड सर्विसेज की जितनी नौकरियाँ हैं उन के सम्बन्ध में प्रश्न पत्रों के लिये जो परीक्षक नियुक्त होते हैं, इत्यादि इत्यादि, वह उस के हाथ में है।

माननीया उपसभापति महोदया, मैं यह कहना चाहता हूँ कि जब जज न्यायालय में बैठता है और यदि उस के विषय में ही मामला हो तो उस को बैठने का हक नहीं है, इस प्रकार की परम्परा हमारे यहाँ है। मैं जानता हूँ कि इस व्यक्ति का लड़का और उस के सम्बन्धी बड़ी बड़ी परीक्षाओं में बैठे हैं और यह विभाग इसी आ.मी के हाथ में रहा है। मैं केवल इतना ही संकेत करूँगा और इस से ज्यादा कहने की न तो आवश्यकता है और न इस का तकाजा ही मालूम देता है कि मैं इस बात को खोल कर सदन के सामने रखूँ। मैंने यह बात संकेततः कही है क्योंकि इस के ऊपर ब्लिट्ज में काफ़ी लिखा जा चुका है। इस प्रश्न पर इस सदन के भीतर भी प्रश्नों के द्वारा और डिबेट द्वारा इस का उल्लेख हो चुका है। किन्तु दुःख की बात है कि इस प्रश्न पर अभी तक किसी तरह से विचार नहीं किया गया है। आवश्यकता इस बात की है कि जिस व्यक्ति के बारे में संदेह या भ्रम प्रकट किया गया हो और वह किसी भी संस्था से सम्बन्ध रखता हो, चाहे वह कितना ही ईमानदार हो, अगर वह संदेह की स्थिति में है तो उस बड़ी संस्था के नाम का ध्यान में रखकर ऐसे व्यक्ति को किसी न किसी जगह स्थानांतरित किया जाय। इन शब्दों के साथ मैं आप को हृदय से बन्धुवाद देता हूँ कि आप

[प्रो० सत्याचरण]

ने मुझे अन्तिम क्षण में बोलने का समय दिया है।

SHRI B. N. DATAR: Madam Deputy Chairman, I am obliged to hon. Members for having offered a number of constructive comments so far as this Report is concerned. With regard to the Report itself and our approach to the Report, may I make it clear that it is perfectly open to hon. Members to criticise us to the fullest extent possible? But so far as the U.P.S.C. is concerned, it is a very responsible body with a considerable amount of autonomy as far as the internal administration is concerned and therefore I would like the U.P.S.C. to be spared of comments because it is carrying on a very important and heavy work and the less the criticism about it, the better in the interests of the country itself.

Secondly, an hon. Member from this side made certain general observations about the U. P. S. C. being behind the times. I do not understand what he meant by it. So far as the laying down of policy is concerned, it is entirely a matter for this House, and it is our privilege to carry it out. So far as the rules and regulations and also the articles of the Constitution are concerned, it is for the U. P. S. C. to carry them out as they are. Therefore, it would be wrong to blame the U.P.S.C. for what is happening in the country because it is not a policy-making body at all. It has to advise the Government on certain matters concerning the services.

Then the hon. Member went on further and said that new methods should be adopted, without pointing out what the new methods were or what the approach should be.

Then, in a general way he stated that the whole machinery should be

overhauled. In what way it had to be overhauled he did not make clear. Incidentally, he made certain remarks of an unflattering character so far as the services were concerned. He said that they were of a mercenary type. I am afraid, Sir, that that statement ought not to have been made by the hon. Member. After all, the whole country is in pursuit of a Welfare-State and our officers have been trying their best at all levels to work in a devoted manner. Under these circumstances, to offer a general criticism that the whole machinery is mercenary is far from correct and needlessly derogatory also.

With these general remarks, I would deal with the particular points that the hon. Members have raised. But before I do so, I may point out that the orbit of today's debate was the Report of the U.P.S.C. and their comments against the Government, so far as they had been made. It would not be proper under these circumstances to bring in other matters, more or less irrelevant matters, for the purpose of criticising the Government. An hon. Member on this side brought in the question of left-overs, panels, etc. and he criticised before the Government had taken a final decision. Under the circumstances, I should like the comments to be confined to what the U. P. S. C. have themselves stated against the Government and the suggestions that they have made for improving the administrative machinery.

Then, an hon. Member here stated that there were delayed appointments or delayed offers of appointments or delayed references. Now, how many were there? That is my straight question. There were hardly a few ones. Under these circumstances, in a big administrative machinery consisting of, as I have stated, about twenty lakhs of people today, if on account of certain circumstances which I explained at great length this morning there were some delays here and there, that

has to be understood as more or less unavoidable. Now, even the criticism of the U. P. S. C. does not go to the extent of saying that there were any *mala fides* behind these irregularities. Irregularities are those where the rules have not been followed in time or have been followed later on. Under these circumstances, when we have got only a few instances of delayed references or delayed appointments, I submit that it would not be proper to go on criticising the Government and say that everything is being carried on in a loose manner. That is not a proper approach at all.

Then, Sir, my friend, a former member of the U. P. S. C., raised the question of pensions for the non-official members of the U. P. S. C. So far as the official members are concerned, under the rules that govern them respectively they are entitled or may be entitled to pensions. But so far as non-officials are concerned, that question is under the consideration of the Government of India. It is true that there are three or four States where pension is being given to retired non-official members of the Public Service Commissions. It involves a number of considerations and may I point out that the Government will consider the whole matter as carefully as possible before they come to a decision in this respect?

Then another hon. Member made mention of a case regarding the appointment of an Assistant Director-General in the Contributory Health Service. I believe it was Mr. Bhargava. Now so far as that is concerned, first the post was advertised prescribing certain qualifications. They were these three: (1) M. B. S. (2) A post-graduate qualification in medicine and (3) Fifteen years' standing in the profession. Now these three qualifications were to be read together and the U.P.S.C. could not find anyone suitable for appointment on the basis of these three qualifications put together. It was, therefore, Sir, that they had to re-advertise the post, again on 26-8-1961 and therein, so far as the qualifications were concerned, they were slightly

moderated as follows: (1) M.B.B.S. (2) Any post-graduate degree or diploma, e.g. M.D., M.S., MRCP, FRCS, DPH (Diploma in Public Health) and (3) Fifteen years' standing in the profession. Even then they could not find a candidate who answered all the three qualifications put together. So they had to recommend a particular person whom they found to be suitable, the man who was most qualified among the candidates. We made an enquiry and they told us that they had a particular candidate who answered the first and the third qualifications but had no post-graduate experience and yet he had to be recommended by the UPSC because they found him the best of the whole lot, and then, after this explanation was given to us, he was appointed. Therefore it might be noted that Government accepted this recommendation of the U.P.S.C. after getting the clarification that they wanted.

Then an hon. Member wanted to know as to how many were the cases of extensions or re-employments after retirement. Such a number, may I point out, is not very large. Generally, we find that every year about 12,000 Government servants of all classes put together retire. Now so far as Class I officers in the Government of India, and the All-India Services are concerned, I have got a small figure, so far as these two categories are concerned, regarding the extensions as also the re-employments for the two years 1960 and 1961. In 1960, the I. C. S., IAS, IPS, all these officers put together, 16 persons were granted extensions. In 1961, 13 persons were granted extensions—so far as these four categories were concerned. So far as Class I officers under the Government of India were concerned, 70 officers were granted extensions in 1960 and 89 in 1961. Thus you will find, Sir, that in all there were 86 in 1960 and 102 in 1961, against the very large number retiring at the prescribed age. Then, so far as re-employments are concerned, there also the number is very small. The I.C.S., the I.P.S., and the I.A.S. put together were 9; nine persons were re-employed by Govern-

[Shri B. N. Datar.] ment in 1960, and in 1961 only 2 persons were re-employed. So far as Class I officers under the Central Government were concerned, there were 68 in 1960 and 66 in 1961. Therefore you will find that it would not be proper to say that Government are extremely liberal in granting either extensions or re-employment. Government are anxious to give the fullest opportunity to the youngsters in the services, but there are cases where, as I stated this morning mature experience, ripe wisdom and long experience have also to be taken into account and extension or re-employment granted in suitable cases. That is the reason why only in a very small number of cases are extensions or re-employment granted.

Then another hon. Member wanted to know as to how many Indians who were interviewed in other countries were offered appointments. So far as this is concerned, the T.J.P.S.C. recommended 43 in 1961 out of the large number of interviews that they had, and out of them 39 persons have already been offered appointments. In addition to this a further list of offers is also before me according to which ten names have been recommended to whom offers will be issued on their return to India.

SHRI M. C. SHAH (Gujarat): Out of the 39 how many have joined?

SHRI B. N. DATAR: I cannot say that at present except this that offers have gone to them, and unless there is something that, enables them to decline the offer, they generally accept it. Let us suppose that they will accept if the offers have reached them. (*Interruption.*) It seems the offers have gone towards the end of 1961, and most of them must have joined by this time. This register is particularly maintained with a view to enabling the best and the highly qualified Indians who are staying outside to come over to India and to serve their country on reasonable prospects of pay. That is what I should like to underline, and I am very happy to

una that a large numoer oi mem uavtr already joined the services.

Now another question regarding, Hindi was raised by my hon. friend. I would not like to enter into any controversy about English and Hindi—this is not the occasion—but I would like to point out to my friend, Shri Mani, that the President issued his Order on 27th April, 1960, and in the course of that Order there was a reference to a decision to introduce Hindi as an optional medium for the examinations conducted for the All-India Services and for the higher Central Services. (*Interruptions.*) Let the hon. Member wait. What I say further will make the whole position clear. Now, as I said, this decision has been referred to in the President's Order dated 27th April, 1960—the Government of India have still to come to a decision as to the time from which it has to come into effect, and the Government have not yet taken any decision in that regard. In fact I would invite my hon. friend's attention to Unstarred Question No. 119 answered by me in this House on 2nd May, 1962. That makes the whole position clear.

"The decision to introduce Hindi as an optional medium for the All India and Higher Central Services Examinations is contained in the President's Order dated the 27th April, 1960. The date from which this decision should be implemented *will be announced in due course.*"

This is the present position.

SHRI A. D. MANI: On a point of information. The point I had raised was that in 1965 there is going to be a change-over as English and Hindi are going to be offered as alternative languages for answering examinations. A large number of people are interested in this matter. A boy who had his training in English wants to know today whether in 1965 he can answer the papers in English. I want the Minister to specifically answer that question whether English will continue. You have read out to us what you said in this House on a former occasion,



when you had also said that Government had yet to come to a decision. Have you come to a decision since that in 1965 English will continue to be the medium of examination at the U.P.S.C. level?

SHRI B. N. DATAR: Now so far as English is concerned, so far as the retention of English beyond 1965 is concerned, that matter had been debated in this House and in the other House, and it was pointed out that a Bill would be brought forward for keeping English after 1965 as an associate or a second language. That has been made clear already. Now the short question with which we are dealing is as to whether, in addition to English, Hindi should be an alternative medium for the All India and Higher Central Services Examinations.

I have made it clear that in 1960 itself the President's decision had been announced but the date from which it has to come into effect has not yet been decided.

SHRI A. D. MANI: I would ask the hon. Minister again on a point of clarification. All the things that he said here and there are on record. Am I to take it that in 1965 the examinations would continue to be conducted in English for those who offer English as the medium for examination? I want a reply "yes" or "no".

SHRI B. N. DATAR: On that point there ought to be no doubt at all. There is no question of English being displaced altogether and Hindi coming in. The question that my friend, Shri Chauhan, put very fairly stated that Hindi should be the alternative medium of examination along with English. Therefore, there is no need for the fear that the hon. Member has entertained.

SHRI NAWAB SINGH CHAUHAN: Do not be afraid, Mr. Mani.

SHRI ARJUN ARORA: What the hon. Minister has said only aggravates the offence of his Ministry. The Presi-

dential Order, he said, was issued in April 1960 and his Ministry is sabotaging that order by not arriving at a decision on the date from which Hindi will be an alternative medium.

SHRI B. N. DATAR: We have not taken any decision. We are taking all the existing opinions in the country into account before coming to a decision.

SHRI ARJUN ARORA: I hope that was done before the Presidential Order was issued.

AN HON. MEMBER: I would like to ask . . .

SHRI A. D. MANI: Finish your speech.

THE DEPUTY CHAIRMAN: Have you finished, Mr. Datar?

SHRI B. N. DATAR: Yes, I have finished.

SHRI N. M. LINGAM (Madras): English is going to be downgraded from 1965. I know that Government is contemplating introducing legislation for the use of English as an associate language. Even so, English would occupy a secondary place. When that is going to be the major decision of the Government, how would the hon. Minister say that English would be the principal medium of examination for U. P. S. C. purposes?

SHRI B. N. DATAR: I have already made it clear, as Mr. Chauhan himself put it, namely, that he does not want English to be displaced by Hindi. He wants that Hindi should be introduced along with English. That is a very modest claim that he has made. Therefore, there is no substance in the hon. Member's fear. I stated this on the basis of the discussions and the decision that has been announced in this House.

SHRI NAWAB SINGH CHAUHAN: Even that modest request is not being accepted.

SHRI M. S. GURUPADASWAMY: I raised a point whether the Government would consider the question *at* raising the percentage of recruitment to services from 25 to 50.

SHRI B. N. DATAR: I should like to reply to my hon. friend's suggestion. It was his contention that not only fresh blood should be taken but that due importance should be given to experience. So far as that is concerned, the All-India Services Rules themselves make it clear. They state that 25 per cent, of the admissions or appointments to them would be through promotion quota. And so far as the promotion quota is concerned, it is open to servants of the State Governments who have put in a particular number of years of service, about eight years at least, in State services. Therefore, you will find that we have got a promotion quota according to which experienced officers from States, if they satisfy this eligibility test, would be taken in.

SHRI M. S. GURUPADASWAMY: I want this increased from 25 per cent to 50 per cent.

SHRI B. N. DATAR: It would not be proper to increase it. But in certain cases, as the hon. Member himself !

knows, for example, when Mysore became a Part (B) State we allowed a slight increase.

#### MESSAGE FROM THE LOK SABHA

##### THE EXTRADITION BILL, 1962

SECRETARY: Madam, I have to report to the House the following message received from the Lok Sabha, signed by the Secretary of the Lok Sabha: —

"In accordance with the provisions of Rule 96 of the Rules of Procedure and Conduct of Business in Lok Sabha, I am directed to enclose herewith a copy of the Extradition Bill, 1962, as passed by Lok Sabha at its sitting held on the 8th August, 1962."

THE DEPUTY CHAIRMAN: The House stands adjourned till 11 A.M. tomorrow.

The House then adjourned at minutes past five of the clock till eleven of the clock on Friday, the 10th August 1962.