

RESOLUTION *RE* COMMISSION TO
EXAMINE THE ADMINISTRATIVE
SET UP AND PROCEDURE OF WORK
IN THE GOVERNMENT OF INDIA.

SHRI H. C. MATHUR (Rajasthan): Sir I move:

"This Council is of opinion that a Commission be appointed to examine the present administrative set up and procedure of work in the Government of India and to suggest suitable changes for ensuring expeditious disposal of the work."

I think it is a common complaint— not a complaint from the side of the Opposition only but a general complaint that the administration, as it is being carried on at present, is not attuned to the requirements of a welfare State. The Government recognises this and accepts it. The Government has during this six to seven years, made some sporadic efforts but without any results whatsoever. Apart from this, this is a much larger question. My Resolution covers almost the entire problem of services, because when I talk of the administrative set up, I cannot ignore how this administration is built up. We will have to take into consideration the recruitment of the services; we will have to take into consideration the training of the services; we will have to take into consideration the promotion of services; and we will have to take into consideration the procedure which is prescribed for their conduct of the work. This problem has assumed far greater importance and significance since independence. There are various reasons for it. The first is that at the time of independence we had to relieve quite a large number of senior officers who were foreigners and this left the Government in certain difficulties in finding proper personnel to fill those posts. Then came the partition and along with it came another difficulty, and that was the expansion

of work in the Government. I think, the number of officers has increased manifold during these few years. But what has happened is that we have not been able to keep pace with these problems or tackle them properly. On the other hand, what happened was that the quality of the officers began to deteriorate and today we are all aware that a great rot and deterioration has set in the services. And the services are very important. They are the only instruments through which the policies of the Government are to be implemented. As I was just pointing out while discussing the other Resolution.....

SHRI P. SUNDARAYYA (Andhra): Sir, there is no quorum.

MR. DEPUTY CHAIRMAN: (*After taking a count*) There is quorum now.

SHRI H. C. MATHUR: These are all very important points. I think the Government of India and the Home Ministry, constituted as they are at present, I am sorry to have to say, are absolutely incompetent to deal with the problem. The House will remember the administration has not even been able to just take one part of it—frame rules and regulations for the administrative services. This matter has been before the Government for a very long time. This concerns the administrative machinery. It was for the first time, when this Parliament met and when the first administrative report of the Home Ministry was circulated to the hon. Members, mentioned in that report by the Home Ministry that within a few months these rules would be finalised and placed before Parliament. But unfortunately two years have elapsed, but nothing has happened. Possibly, it has not been realised what will be the effect of such dilatoriness. The existing rules which have, as a matter of fact, not been scrutinised and examined by Parliament are in operation according to the interpretations and fresh orders issued by the Government.

[Shri H. C. Mathur.J

Then, there are other factors also which compel me- to say that an examination and review of this matter has become necessary. The difficult economic conditions in this country and the ways in which the controls have been operated have had a great demoralising effect on our services also. And then came the popular Ministers. There has been no proper adjustment between the Ministers and the services. I think it is very necessary that the hon. Ministers know, so also the services know, where they stand, what their responsibilities are, what their duties are and what their relationship is. What has happened today is that honest officers— and I do not say that there are no honest officers; there are certainly officers who are honest, who are capable and who are also as patriotic as any of us here—are in difficulties. I also know that there are officers who are inspired by zeal and by a sense of duty, but it very much pains me to bring to your notice and through you to the notice of the Government that it is only these officers who are in difficulties. These officers are considered to be inconvenient and are shunted out to less responsible posts. On the other hand, we have got a set of rules which gives such security to even the clerical staff that those people who work arduously can look forward to no reward, because the senior officers to whom they are responsible have absolutely no power. There are officers who absolutely neglect their duty and they can afford to do so without any fear of punishment.

Again, there is the problem of corruption and favouritism. It is most unfortunate that this evil has corroded our services and today we find everybody running after *sijarish*. It pains me very much to find that people have not got confidence even in the Public Service Commission. They rush about from place to place just to see how not got confidence even in the Public Service Commission. To a man of my understanding such a thing is inconceivable, and with all respect to the hon.

members of the Public Service Commission, I very much regret to have observed that. They may be independent, they may be fearless, but there is such a universal feeling and people do make attempts to gain positions through methods other than their own merits. It is there, and to whomsoever you talk in public life, you will find that this complaint is almost universal. Those who are in business feel that it is almost impossible to have any straight business. They must gain the support of some officer either through *sijarish* or through bribe. That has an unhealthy effect on the life of the country. So, I do feel that this question demands a thorough examination.

If I were to give you instances of dilatoriness which is the next thing mentioned in the Resolution, you will be surprised to find that even in departments which are considered to be most efficient, we find representations going uncared for, unattended to, not for months but for years and years. Nothing happens. Now, at this particular stage when we are rebuilding our country, when we are spending crores and crores of rupees on our Five Year Plan, when we are expanding our budgetary provisions, it is extremely essential that we should look into this matter of the administrative machinery and see that it is completely overhauled.

The first thing that I would suggest is this. There should be an absolutely different institute for the training of the higher classes of officers, *e.g.*, the I.A.S. I will give you one instance. There was a young friend of mine who wanted to appear for the I.A.S. examination. He had on a previous occasion already appeared for the examination and had been selected for the I.P.S. He was receiving training at Abu. He came here for an interview for the I.A.S examination. The Principal asked him, "Where do you propose to stay in Delhi?" and advised him not to stay with his ordinary friends who were of the clerical status but to stay in a hotel like Imperial Hotel or some other hotel of that type, in order to maintain his

standard and status, or to go and stay with somebody big. This is the attitude; this is the outlook. It might have been all right for our old foreign masters not to mix with the people and not to consider a human being as a human being, but this attitude still persists. This is the type of mental outlook which is being imparted to our officers even to this day. You will be simply surprised to know that I actually saw one of the Assistant Engineers here in Delhi shaking hands with a Member of Parliament as if he was doing him a favour, sitting in his chair all right. He does not realise that a Member of Parliament takes precedence over the Secretary of a Department. He has got no appreciation of what a representative of the people means: he has no appreciation of what the people mean. I have been extremely fortunate and lucky in that, personally speaking, not only here but also in my own State, not because of my status as a Member of Parliament but because of my background. I am not stating this as a complaint from a Member of Parliament. I am stating this only to give indication of the sort of attitude, the sort of training, our friends are having, and it is time that we do our very best to have an institution where proper training is given. This might have been all right in the past, but now things have changed, the whole complexion has changed, conditions have changed. Not only are we now a welfare State, but I must also point out that the mood and the attitude of the people have changed. Unless and until our officers are properly trained, they will do greater harm to the administration than good. It is therefore that I wish that this question is examined by a Commission consisting of proper personnel and I would certainly like some Members of Parliament to be included in that Commission. That is not because it will do any honour to the Members of Parliament, it is not because any Member of Parliament is very anxious to be associated with Government

PROF. G. RANGA (Andhra): There is nothing wrong with that.

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SHRI H. C. MATHUR:but because if this Commission is to be effective and if the report of this Commission has got to be implemented it is necessary that Members of Parliament should be there. Then you will not venture or dare to shelve it as you have been shelving the previous reports.

While moving this Resolution. I have, purposely avoided mentioning any concrete cases because it is not at all difficult to mention any number of cases representing the characteristics, the particular outlook and the particular features which I have enunciated. It does not behove and I do not think it is necessary to enunciate here certain cases of corruption at all levels. It is not necessary here to mention certain cases of favouritism at all levels and to mention that the Ministers do this or that. It does not suit my taste at least. If the hon. Minister does not challenge the fundamentals which I have stated, I will give instances—not from Rajasthan—but from Delhi itself. I will give you instances if you so choose from the Delhi State which is under the control of the Home Ministry but that is not my intention or purpose. I wish the gravity of this Resolution, the importance of this Resolution is realized. I hope the hon. Minister will not make similar observations as were made by the hon. Minister for Planning. He must rather convince the House that they are capable of doing something better. They have been wanting to tackle this problem all these 7 years. Can the hon. Minister refute any of these things? As a matter of fact as we all know and as I just mentioned, in connection with the other matter, the Prime Minister has appointed a particular person to go into this matter and to suggest ways and means for the expeditious disposal of work; I have to repeat those arguments only because this is a different Resolution and what I said in connection with that Resolution will not be taken notice of by the hon. Minister who will make a reply. That is why in passing I will have to make a reference to it, otherwise it would be