

Proceedings of the Third Session of the Assam Legislative Assembly assembled after the Second General Election under the Sovereign Democratic Republican Constitution of India

The Assembly met in the Assembly Chamber, Shillong, at 10 a.m. on Thursday, the 27th February, 1958.

PRESENT

Shri Dev Kanta Borooah, B.A., LL.B., Speaker in the Chair, the five Ministers, the two Deputy Ministers and sixty-six Members.

QUESTIONS AND ANSWERS

STARRED QUESTIONS

(To which oral answers were given)

Allotment of Corrugated Iron Sheets to a bogus Institution at Nalbari

Shri TARUN SEN DEKA (Nalbari-West) asked :

- *1. Will the Minister-in-charge of Supply be pleased to state—
 - (a) Whether Government is aware of the fact that about 32 bundles of Corrugated Iron Sheets were allotted to a bogus institution of Nalbari, Boys' Club by name, and the permit of the said Corrugated Iron Sheets has been issued to a private person who either sold these at a higher price, or used for his personal use ?
 - (b) Who certified and identified the permit holder and what was he ?
 - (c) Whether the attention of the then Hon'ble Minister-in-charge of Supply and Anti-Corruption was drawn at Nalbari Dak-Bungalow by a public representation during his tour in 1957 and whether the Hon'ble Minister has consented to take steps ?
 - (d) If, so, what steps Government has taken in this regard ?

****Shri KAMAKHYA PRASAD TRIPATHI (Minister, Education for Minister, Supply)** replied :

1. (a)—Yes.

(b)—Nobody certified or identified the permit holder. The permits were handed over to a person who posed as Sambhuram Deka, Secretary, Nalbari Boys' Club by the then dealing Assistant of the Directorate of Consumer Goods.

(c) & (d)—Yes. The matter was referred to the Anti-Corruption Department for investigation. No materials could, however, be found by them for prosecution.

Shri TARUN SEN DEKA (Nalbari-West): May I know on which date the permit was issued to Sambhuram Deka ?

Shri KAMAKHYA PRASAD TRIPATHI (Minister, Education): The date is not with me at the present moment.

Shri TARUN SEN DEKA: May I know whether the permit was issued from the office of the Director of Consumer Goods or from the Deputy Commissioner's office ?

Shri KAMAKHYA PRASAD TRIPATHI: I find from the note that the dealing Assistant of the office of the Director of Consumer Goods, who was suspected of foul play, has already been discharged from service after drawal of departmental proceedings against him.

Shri TARUN SEN DEKA: What was the procedure of issuing permit in this case ? Was the permit issued after proper enquiry or just after filing of petition ?

Shri KAMAKHYA PRASAD TRIPATHI: The papers are not with me, but in this matter some enquiry must have been held because the person who was concerned had been proceeded against and discharged.

Burma Rice lying exposed in the Verandah of the local Government Godown at Jorhat

Shri TARUN SEN DEKA (Nalbari-West) asked :

*2. Will the Minister-in-charge of Supply be pleased to state—

(a) Whether it is a fact that 300 (three hundred) tons of Burma rice getting damaged are lying exposed in the verandah of the local Government godown at Jorhat ?

****Replies** were given by Shri Kamakhya Prasad Tripathi (Minister, Education) on account of the absence of Shri Moinul Haque Choudhury (Minister, Supply).

(b) Whether it is a fact that the above-mentioned rice was originally procured by the Central Government for the Naga Hills and has since been handed over to the Government of Assam for distribution ?

(c) If so, why the Government of Assam did not release this stock in time and thereby incurring a heavy loss to the State ?

****Shri KAMAKHYA PRASAD TRIPATHI (Minister, Education for Minister, Supply)** replied :

2. (a)—253 tons of Burma Rice were received at Jorhat of which 185 tons were temporarily kept on the verandah of the local Government godown as there was no accommodation within the godown. No rice was getting damaged.

(b)—Yes.

(c)—The latest information is that the entire quantity has been despatched for distribution through fair price shops and no loss has been incurred.

Shri TARUN SEN DEKA (Nalbari-West) : How many maunds of this rice were lying on the verandah ?

Shri KAMAKHYA PRASAD TRIPATHI (Minister, Education) : The reply is already there ; 185 tons.

Re: Gauhati Industrial Estate

Shri KAMALA PRASAD AGARWALA (Tezpur) asked :

*3. Will the Minister-in-charge of Cottage Industries be pleased to state—

(a) The progress made with regard to the finalising of the plans for the Gauhati Industrial Estate ?

(b) How many applications have been submitted ?

(c) The type of industries proposed ?

(d) Whether any help in the preparation of the schemes has been rendered to the industrial enterprisers ?

(e) Whether any arrangement has been made to help the industrial enterprisers for securing machineries on hire purchase system ?

Shri MAHENDRA NATH HAZARIKA (Minister in charge, Cottage Industries) replied :

3. (a)—এই সম্বন্ধীয় পরিকল্পনা ইতি মধ্যেই 'ফাইনেলাইজ' কৰা হৈছে। যোৱা বছৰৰ পৰাই এই আচনি কাৰ্য্যকৰী কৰাৰ কাম হাতত লোৱা হৈছে। আৱশ্যকীয় ঘৰৰ কাম আধাতকৈ বেচি অগ্ৰসৰ হৈছে। আশাকৰা যায় 'ফেব্ৰুৱাৰী' ঘৰ সমূহ ১৯৫৮ চনৰ সেই মাহতেই লব পৰা হব। মাটিৰ মূল্য ধৰি প্ৰায় ১০ লাখ টকাৰ কাম কৰা হৈছে আৰু ১৯৫৮ চনৰ মাৰ্চ মাহৰ ভিতৰতে আৰু দুই লাখ টকাৰ কাম হৈ উঠিব।

(b)—৭০ খন দৰ্শাস্ত পোৱা হৈছে। ইয়াৰ ভিতৰত ৩৯ খন দৰ্শাস্ত বাছি লোৱা হৈছে আৰু তাৰে ১৮ জন প্ৰাৰ্থীক আৱশ্যকীয় অনুমোদনৰ পিচত কাম হাতত লবলৈ দিয়া হব। বাকী বিলাকৰ লগত এতিয়াও সংবাদ আদান প্ৰদান চলি আছে।

(c)—চৰকাৰে প্ৰস্তাৱ কৰা শিল্প সমূহৰ তালিকা 'টেবুলত' ৰখা হৈছে।

(d)—যিবিলাকে আচনি তৈয়াৰ কৰাত সাহায্য বিচাৰিছিল তেওঁলোকক চৰকাৰৰ তৰফৰ পৰা তেনে সহায় দিয়া হৈছে।

3. (a)—Plan has already been finalised. The implementation of schemes has been taken up since last year. About half of the construction works of necessary buildings has been finished and it is expected that factory sheds will be ready for occupation by May 1958. Works worth about 10 lakhs including cost of land have already been executed and works worth about 2 lakhs more are expected to be executed before the end of March 1958.

(b)—Seventy applications were received of which 39 were selected. Eighteen of them have now been finalised after receiving necessary information. Correspondences with the remaining are still going on.

(c)—A list of industries proposed by the Government is placed on the table.

(d)—Any Industrialist who wanted assistance in preparation of his scheme was given necessary assistance from the State Directorate as well as the Small Industries Service Institute, Gauhati.

(e)—Yes, Government of India have established National Small Industries Corporation for supplying machineries to small Industrialists on hire purchase system. All the selected enterprisers have been informed about the procedures for applying for the purchases of these machineries and import licences, etc. Two applications have already been forwarded to the National Small Industries Corporation, Calcutta, and three more applications are under investigation.*

[For (e)—See English resion below].

*This is the English version of the Hon'ble Minister's replies from Assamese.

**Statement referred to in reply to Starred Question No.3(c)
asked by Shri KAMALA PRASAD AGARWALA,
M.L.A., at the Budget Session, 1958**

Statement showing the list of the Industries

SCHEDULE I

(SMALL SCALE INDUSTRIES)

1. Manufacture of Agricultural implements.
2. „ Hand-tools and Fundamental tools,
3. „ Surgical instruments and Cutlery.
4. „ Cycle parts and Rick-shaw parts.
5. „ Bolts, nuts, rivets, nails.
6. „ Builder's hard-ware.
7. „ Structural fabrications.
8. „ Storage battery.
9. „ Conduit fittings.
10. „ Pipe fittings, valves, cocks.
11. „ Iron and steel castings (Foundry).
12. „ Vessels—iron and steel, brass, copper and
and bell-metal.

13. „ Domestic fittings, hinges, locks, padlocks,
etc.
14. Sheet metal works—Trunks, buckets, bath tubs,
reservoirs, etc.
15. Carpentry and cabinet making.
16. Mechanised carpentry, wooden toys, wood carving, etc.
17. Pottery and ceramics.
18. Cement products manufacture.
19. Soap, toilets, scents.
20. Hair oils and perfumery.
21. Non-edible oils.
22. Ink.
23. Hosiery.
24. Spinning and Weaving units (Hand and Power).
25. Paper and Paper pulp and paper bags, card-board,
card-board boxes, etc.
26. Stationery articles.
27. Mirror.
28. Turpolin, water proofing. Hold-all making.
29. Coir work—mattress, bedding assortments, etc.
30. Umbrella ribs making and handle making (steel).
31. Stamp making—rubber and metal.
32. Radio Assembling.
33. Lacquer ware, toys, etc.
34. Leather Works, Foot-wear.
35. Paints, varnished, artists brass.

36. Fruit canning.
37. Caffen.
38. Plastic moulds, toys, utensils, luxury goods, etc.
39. Machanical toys.
40. Clocks.
41. Balances, scales, and measures.
42. Laboratory and scientific requirement.
43. Sanitary fittings.
44. Buckles.
45. Shoe eyelets and Tent eyelets.
46. Electric lamp holers.
47. Electric lighting accessories like Brackets, etc.
48. Safety pins.
49. Gem clips.
50. Hair pins and hair clips.
51. Metallick Buttons.
52. Press tin buttons.
53. Fancy chains.
54. Wool knitting needles.
55. Paper punches.
56. Metallic watch straps.
57. Whistles.
58. Fancy boxes, Cigarette boxes, Soap cases,

Shri KAMALA PRASAD AGARWALA (Tezpur) : মাননীয় মন্ত্রীমহোদয়ে যিখন লিষ্ট 'টেনুলত' বৰখাইছে বুলি কৈছে তাত বহুত শিল্পৰ নাম দিয়া হৈছে। যি ১৮টা শিল্প হাতত লোৱা হব বুলি চৰকাৰে ঠিক কৰিছে সেই কেইটা কি কি ?

Shri MAHENDRA NATH HAZARIKA (Minister, Cottage Industries) : কোন কেইটা শিল্প বাচি লোৱা হব তাৰ চূড়ান্ত সিদ্ধান্ত গৃহণ কৰা হোৱা নাই।

Shri RAM NATH SARMA (Lumding) : যি ১৮ খন দৰ্খাস্ত গৃহণকৰা হৈছে তেওলোকক কি শিল্প কাৰণে লোৱা হৈছে ?

Shri MAHENDRA NATH HAZARIKA : মই আগতে কৈছোয়েই যে চূড়ান্ত সিদ্ধান্ত গৃহণ কৰা হোৱা নাই

Mr. SPEAKER : মাত্ৰ প্ৰাৰ্থী ১৮ জন বেচি লোৱা হৈছে।

Shri KAMALA PRASAD AGARWALA : মই জানিব খুজিছিলোঁ কোন কেইটা শিল্প চৰকাৰে হাতত লবলৈ সিদ্ধান্ত কৰিছে।

Shri MAHENDRA NATH HAZARIKA : এতিয়াও 'ফাইনেলাইজ' হোৱা নাই।

Shri RAMNATH SARMA : মোৰ জানিবৰ ইচ্ছা হৈছে যে ১৮ জন মানুহৰ মাজত কি কি শিল্প হাতত লবলৈ দিয়া হৈছে ?

Mr. SPEAKER : চূড়ান্ত সিদ্ধান্ত লোৱা হোৱা নাই বুলি কৈছেই, মাত্ৰ ১৮ জন মানুহৰ দৰ্খাস্ত বাছি লোৱা হৈছে।

Srimati KOMOL KUMARI BARUA (Katanigaon) : সেই প্ৰাৰ্থী বিলাকৰ ভিতৰত কিমান থলুৱা অসমীয়া মানুহ আছে ?

Shri MAHENDRA NATH HAZARIKA : ইয়াৰ ভিতৰত কেন্দ্ৰীয় চৰকাৰৰ মানুহো আছে আৰু অসমীয়া মানুহো আছে।

Shri RAMNATH SARMA : কি নীতিত এই প্ৰাৰ্থী বিলাকক অৰ্থাৎ ১৮ জন প্ৰাৰ্থীক বাচি লোৱা হৈছে সেইটো জানিব পাবোনে ?

Shri MAHENDRA NATH HAZARIKA : হয় এই প্ৰাৰ্থী সমূহে ২১৩ টা কৈ শিল্প বিচাৰিছে। আমি চৰকাৰৰ পক্ষৰ পৰা একেজন মানুহক ২১৩ টা নিদি এটা শিল্পহে দিবলৈ ঠিবাং কৰিছো।

Mrs. USHA BARTHAKUR (Samaguri) : মই জানিব খুজিছো কোন কেইটা শিল্প চৰকাৰে বাচি লৈছে ?

Shri MAHENDRA NATH HAZARIKA : এতিয়ালৈকে, চৰকাৰে কোন কেইটা শিল্প হাতত লব তাৰ চূড়ান্ত সিদ্ধান্ত লোৱা নাই।

Shri KAMALA PRASAD AGARWALA (Tezpur): যি বিলাকে শিল্প চৰকাৰে হাতত লোৱাৰ কথা চিন্তা কৰিছে, তাৰ প্ৰত্যেকৰে 'প্ৰজেক্ট ৰিপৰ্ট' লোৱা হৈছেনে ?

Shri MAHENDRA NATH HAZARIKA (Minister, Cottage Industries): হয়, লোৱা হৈছে।

Shri GHANASHYAM DAS [North Salmara (Reserved for Scheduled castes)]: ক্ষুদ্ৰ শিল্পৰ ভিতৰত কি কি non-edible oil ধৰা হৈছে ?

Shri MAHENDRA NATH HAZARIKA: ইয়াৰ ভিতৰত নাহৰ তেল, চালমোগৰা, এবিভেল, কৰাচ গুটিৰ তেল ইত্যাদি পৰে ; কিন্তু এতিয়াও ইয়াৰ শেষ সিদ্ধান্ত লোৱা নাই।

Shri LALIT KUMAR DALEY : [Moran, (Reserved for Scheduled Tribes)] অধ্যক্ষ মহোদয়, মোৰ বোধেৰে প্ৰশ্নটোৰ মুখ্য উদ্দেশ্যৰ মতে প্ৰশ্নোত্তৰ হোৱা নাই।

Mr. SPEAKER : আপুনি প্ৰশ্ন কৰক।

Shri LALIT KUMAR DALEY : প্ৰশ্নটো হৈছে যে চৰকাৰে ১৮ খন দৰখাস্ত বাচি লৈছে, কি নীতিত সেই দৰখাস্ত বিবেচনা কৰা হব তাক স্থিৰ কৰা নাই।

Shri MAHENDRA NATH HAZARIKA : ইয়াৰ আগতেই কোৱা হৈছে যে একোজন আবেদনকাৰীয়ে ২১৩ টা শিল্পৰ কাৰণে আবেদন কৰিছে। আমি চৰকাৰৰ তৰফৰ পৰা একোজন প্ৰাৰ্থীক মাত্ৰ এটা শিল্প দিবলৈ স্থিৰ কৰছোঁ। সেইবাবে আবেদনকাৰীক সোধা হৈছে কোনটা শিল্প তেওঁ বেচিকৈ পছন্দ কৰে।

Shri RAMNATH SARMA : (Lumding) : দেখা গৈছে চৰকাৰে শিল্পতকৈ ব্যক্তিগতহে বেচি প্ৰাধান্য দিছে।

UNSTARRED QUESTIONS

(To which answers were laid on the table)

Child and Maternity Centres at Dimapur

Shri BIRENDRA KUMAR DAS (Patacharkuchi: Reserved for Scheduled Tribes) asked :

1. Will the Minister-in-charge of Medical be pleased to state—

(a) Whether Government is aware that many mothers have died at the time of delivery due to lack of proper treatment and that many babies have died in their infancy due to want of proper care within the Dimapur area lately ?

(b) If so, whether Government propose to establish some Child and Maternity Centres at Dimapur ?

Shri RUPNATH BRAHMA (Minister, Medical) replied :

1. (a)—There is no information as to the death of any mother due to the lack of proper treatment at the time of delivery or of any baby in its infancy for want of proper care within Dimapur area prior to its separation from Assam.

(b)—Does not concern this State.

Labourers of the Public Works Department

Shri BIRENDRA KUMAR DAS (Patacharkuchi : Reserved for Scheduled Tribes) asked :

2. Will the Minister-in-charge of Public Works Department be pleased to state—

(a) Why the labourers of the Public Works Department are not being made permanent as yet ?

(b) Whether the services of the labourers of the Public Works Department will be made permanent or not ?

(c) If so, when ?

(d) Whether the Minister-in-charge is aware that the services of the labourers solely depend on the sweet will of the Muharrirs of the Public Works Department ?

(e) What measures have been taken by Government to give guarantee of the services to the poor labourers ?

Shri DEBESWAR SARMAH (Minister-in-charge of Public Works Department) replied :

2. (a)—The labourers of Public Works Department are engaged for specific job, as and when required, on daily rates of wages. For such labourers, the usual practice followed in the Department, as also in other States, is to employ them on "No work, no pay" basis. Their services are terminated as soon as the specific job or work is completed. It is, therefore, considered not necessary to make this class of labourers permanent.

(b)—No.

(c)—Does not arise.

(d)—No.

(e)—Does not arise.

Shri TARUNSEN DEKA (Nalbari-West): Who appoints these labourers and on what basis and what is the maximum period served by such labourers uptill now and who determines their.....

Mr. SPEAKER: You must not put too many questions at a time. Will you please repeat the question?

Shri TARUNSEN DEKA: Who appoints these labourers?

Shri DEBESWAR SARMAH (Minister, P.W.D.): They are collected and engaged by the Road Muharrirs and sometimes by Work-charged Overseers.

Shri TARUNSEN DEKA: What is the maximum period of service rendered by these workers?

Shri DEBESWAR SARMAH: That is as and when required, it all depends upon the nature and size of the work.

Shri TARUNSEN DEKA: What is the maximum period of service rendered by these people up till now?

Mr. SPEAKER: He wants to know the length of service put in by an individual labourer.

Shri DEBESWAR SARMAH: There is no certainty. As and when some actual work is to be done, the neighbouring workers are asked to come and work for which they are given certain wages. There is no continuity of service. As soon as a particular work in a particular place is completed, the labourers are taken to another work. Supposing in a certain place a Bund is required, in another place a culvert is to be repaired and in another place a bridge is to be made. Thus workers are engaged as and when required.

Shri SARBESWAR BARDOLOI (Titabar): If a particular set of workers are engaged continuously are they not entitled to be made permanent?

Shri DEBESWAR SARMAH: It takes to another and bigger thing. The question is in respect of labourers and these labourers are really not of such a class who live alone on such works. They also do cultivation and other things. They are engaged in Public Works Department works as and when required. There is no continuity of service.

Shri SARBESWAR BARDOLOI (Titabar) : If certain workers are there continuously engaged from year to year, without gaps, should they not be made permanent ?

Shri DEBESWAR SARMAH (Minister, P.W.D.) : My Friend's assumption is not correct.

Mr. SPEAKER : The supplementary is based on a hypothesis.

Transaction of Paddy by the Marketing Societies or Co-operative Societies

Shri BIRENDRA KUMAR DAS [Patacharkuchi : (Reserved for Scheduled Tribes)] asked :

3. Will the Minister-in-charge of Supply be pleased to state :—

- (a) Whether Marketing Societies or Co-operative Societies are permitted to transact paddy within the State ?
- (b) If not, why not ?
- (c) Whether Government is aware that the cultivators in the State are not getting the proper value of paddy due to the clique of the Mill owners in the above business ?
- (d) What steps Government have taken to give the proper value of paddy to the cultivators ?
- (e) Whether it is a fact that Mill owners are permitted to lift rice freely to any parts of the Province ?
- (f) If so, why paddy is not allowed to be lifted freely to any parts of the Province ?
- (g) Whether Government is aware that the price of rice is solely determined by the Mill owners ?
- (h) Whether Government propose to take necessary steps to equalise the price level of rice in the State throughout ?

***Shri KAMAKHYA PRASAD TRIPATHY** (Minister, Education for Minister, Supply) replied :

3. (a)—Yes. Subject to the provision of the Assam Food-grains (Licensing and Control) Order, 1958.

(b)—Does not arise.

(c)—Government have no such information.

(d)—No reports have yet been received from any area that the prices have gone below the economic level. Hence the question of taking any steps by Government does not arise.

(e)—No.

(f)—Does not arise.

(g)—Government have no such information.

(h)—Government have taken steps to procure paddy by having the maximum wholesale prices of sali paddy and rice fixed by the Central Government. The wholesale prices of rice have been fixed on the basis of the prices of paddy.

Shri GHANASHYAM TALUKDAR (Sorbhog) : May I know what is the price of rice per maund fixed by the Government ?

***Shri KAMAKHYA PRASAD TRIPATHI** : Sir, the prices of Sali rice are as follows :

Winter Sali rice

- | | | |
|-----|--|-----------|
| (1) | Kamrup District—
North Brahmaputra, Darrang District
North Lakhimpur Subdivision, Hailakandi, Silchar
and Kokrajhar Subdivisions. | Rs. 18·00 |
| (2) | Kamrup District—
South Brahmaputra, Nowgong and Sibsagar
Districts, Karimganj and Goalpara Subdivisions. | Rs. 18·40 |
| (3) | Dhubri and Dibrugarh Subdivisions.
This is about rice. | Rs. 18·80 |

*Replies to Supplementary Questions were given by Shri K. P. Tripathi (Minister, Education) in the absence of Shri Moinul Haque Choudhury (Minister, Supply).

Re : Booklet under the Name and Style "Five Year Family Plan"

Shri BIRENDRA KUMAR DAS [Patacharkuchi (Reserved for Scheduled Tribes)] : asked:

4. Will the Minister-in-charge of Medical be pleased to state—

(a) Whether Government is aware of the publication of a booklet under the name and style "Five Year Family Plan" ?

(b) If the answer is in the affirmative, what action Government has taken on it ?

(c) If the reply to (b) above is in the negative whether Government propose to look into it and enquire into the allegations made in it ?

Shri RUPNATH BRAHMA (Minister, Medical) replied:

4 (a)—The publication of such a booklet is not known to Government.

(b)—Does not arise.

(c)—Yes, if such booklet be available.

Shri BIRENDRA KUMAR DAS: Whether the Minister-in-charge will try to procure one copy of the booklet?

Shri RUPNATH BRAHMA : If the hon. Member will make an attempt to give a copy of the booklet, the Government will surely get it.

Shri BIRENDRA KUMAR DAS : It is not available in the market.

Exhibition Ground at Pragjyotispur

Shri HARESWAR GOSWAMI (Rampur) asked:

5. Will the Minister-in-charge of Education be pleased to state—

(a) Whether the Education Department prepared a raised map of Assam on the exhibition ground at Pragjyotispur showing the specialities of Assam during the last Congress Session ?

(b) Whether any rent was paid for the land on which the map was prepared and if so, what was the rent paid ?

(c) What was the cost of drawing the map ?

Shri KAMAKHYA PRASAD TRIPATHI (Minister, Education) replied:

5. (a)—Yes.

(b)—Yes, Rs. 20,000.

(c)—Rs.10,000.

***Shri TARUNSEN DEKA (Nalbari-West)** : May I know from the Minister-in-charge whether the exhibition was held with the permission of the Congress in the premises of Pragjyotispur ?

***Shri KAMAKHYA PRASAD TRIPATHI**: There is no such thing as premises of Pragjyotispur. There was an exhibition held by the All-India Khadi and Village Industries. It is a Government Body. The exhibition was held near the Congress so that people may derive advantage from communication point of view.

***Shri TARUNSEN DEKA** : Is it not a fact that the exhibition was held during the Congress Session ?

Mr. SPEAKER : He has not denied it at all.

***Shri TARUNSEN DEKA** : Whether any monetary assistance was received from the Congress Party in this respect ?

***Shri KAMAKHYA PRASAD TRIPATHY**: Sir, it is for the Khadi and Village industries to say whether they received any assistance from the Congress. The Education Department drew up a map and Government did contribute a sum of Rs.20,000 for this purpose and Rs.10,000 was spent for the purpose of rent.

Shri NILMONEY BORTHAKUR (Dibrugarh): What was the necessity of spending such a huge sum of public money for such a purpose ?

Shri KAMAKHYA PRASAD TRIPATHI : For the purpose of education, Sir.

Shri NILMONEY BORTHAKUR : Was this exhibition project undertaken by the Education Department in order to impart a knowledge of Assam's geography to the Congress Leaders who assembled in Pragjyotispur ? And if so, was it considered more imperative to educate the Congress Leaders rather than the masses ?

* **Shri KAMAKHYA PRASAD TRIPATHI (Minister, Education)**: The whole idea was to represent the geographical features of Assam by publicity on such an occasion. Therefore, the Education Department took advantage of making the idea through visual instruction so that the industrial development schemes may get the assistance necessary for development.

Gumi Embankment

Shri HARESWAR GOSWAMI (Rampur) asked:

6. Will the Minister-in-charge of Embankment and Drainage be pleased to state—

(a) Whether Government is aware of the difficulties of the people of Sapartir and other villages due to water logging as a result of Gumi Embankment?

(b) If so, what steps have been taken to remove the defect?

Shri MOINUL HAQUE CHOUDHURY (Minister-in-charge of Embankment and Drainage) replied :

6. (a)—Yes.

(b)—The Department has already taken in hand necessary works for providing a controlled opening in the Gum-Embankment which it is expected will reduce considerably the water logging in the areas of Sapartir and other villages to the east of Gumi Embankment.

Demand for C. I. Sheets and Cement in Sibsagar Subdivision

Shri KHOGENDRA NATH BARBARUAH (Amguri) asked:

7. Will the Minister-in-charge of Supply be pleased to state—

(a) Whether Government is aware that there is a strong and continued demand for Corrugated Iron Sheets and Cement in Sibsagar Subdivision?

(b) If so, whether the Government is aware that the supply is inadequate in comparison with its demand?

(c) Whether Government propose to take prompt action to meet the mounting demand of Corrugated Iron Sheets?

***Shri KAMAKHYA PRASAD TRIPATHI (Minister, Education for Minister, Supply)** replied:

7. (a)—Yes.

(b)—Yes.

(c)—Yes. Government have taken up direct procurement and lifting of iron and steel materials and cement on Government account to ensure regular supplies.

Shri KHOGENDRA NATH BARBARUAH (Amguri) : Will the Government be pleased to reply how many petitions are still pending in the Supply Office of Sibsagar for C. I. Sheets ?

***Shri KAMAKHYA PRASAD TRIPATHI** : Well, the figure is not with me.

Shri DURGESWAR SAIKIA (Thowra) : যি বিলাক হাইস্কুল-মাইনৰ স্কুল আৰু প্ৰাইমেৰী স্কুলক তিন পাট দিব লাগে, সেই বিলাকক General Quota ৰ পৰা তিন দিবৰ বাবে যোগান বিভাগৰ পৰা কোনো নিৰ্দেশ দিয়া হৈছে নেকি ?

Shri DEBESWAR SARMAH (Minister-in-charge of P.W.D.) : The Education Department was allotted certain special share out of the total quota allotted to each of the Subdivisions so that the schools may not suffer in that way. It was to the best advantage of the Department that arrangements were made in consultation with the officers of the Education Department.

Shri BISWADEV SARMA (Balipara) : Is it a fact that the Educational institutions were to apply for C. I. sheets in Shillong and they are to get the order from Shillong ?

Shri DEBESWAR SARMAH : Not necessarily, Sir.

Shri DURGESWAR SAIKIA : যোৱা আঠ মাহৰ ভিতৰত যি বিলাক স্কুল ঘৰ স্থায়ীভাবে সাজিবলৈ লৈছে কিন্তু তিন পাট পোৱা নাই সেইটো চৰকাৰে জানেনে ?

Shri KAMAKHYA PRASAD TRIPATHI : প্ৰয়োজনতকৈ তিনপাট বহুত কম আহিছে । সেই কাৰণে বহুত স্কুলে নোপোৱাটো স্বাভাৱিক ।

Shri DEVENDRA NATH HAZARIKA (Saikhowa) : Whether the Minister-in-charge knows that the school authorities of Dibrugarh are to run to Jorhat for C. I. sheets.

*Reply was given by Shri Kamakhya Prasad Tripathi (Minister, Education) in the absence of the Minister-in-charge of Supply.

Mr. SPEAKER: I am sorry, this question only relates to Sibsagar Subdivision.

Shri DEVENDRA NATH HAZARIKA (Saikhowa): Then, Sir, I withdraw my question.

Shri BISWADEV SARMA (Balipara): Do the Government take steps to make allotment of C. I. sheets, etc., direct through Deputy Inspectors?

Shri KAMAKHYA PRASAD TRIPATHI (Minister, Education): We will examine this position.

Shri DURGESWAR SAIKIA (Thowra): তিন পাট কম হোৱা বাবে এইএই ৰাজহুৱা অনুষ্ঠান বোৰক তেওঁ যোগান নিদিবলৈ নিৰ্দেশ দিয়া হৈছে নেকি?

Shri KAMAKHYA PRASAD TRIPATHI: নাই (হাঁহি)।

Shri DURGESWAR SAIKIA: যদি তেনে নিৰ্দেশ যোগান বিভাগে দিছে তেনেহলে এইটো বিচাৰ কৰিবনে?

Shri KAMAKHYA PRASAD TRIPATHI: কৰা হব।

Shri RAMNATH SARMA (Lumding): যদি ইয়াত অভাৱ হৈছে তেন্তে কলিকতাৰ পৰা বেলেগ আনিবলৈ অনুমতি দিবনে?

Shri KAMAKHYA PRASAD TRIPATHI: কলিকতাত এইদৰে পায় বুলি কোনো খবৰ পোৱা নাই। যদি কোনো ফাৰ্গত পায় তেন্তে অনুমতি দিবৰ বাবে বিবেচনা কৰা হব।

Mr. SPEAKER: I think you have put enough questions.

Shri DURGESWAR SAIKIA: স্কুল বোৰ্ডৰ চেক্ৰেটৰী সকলক কিমান টিনপাট লাগে সেইটো তেওঁলোকক আগতে সোধা নাই নেকি?

Shri KAMAKHYA PRASAD TRIPATHI: তেওঁলোকে নিজেই সেইটো খবৰ দিয়ে।

Shri KHOGEN DRA NATH BARBARUAH (Amguri): Sir, whether the Government is aware that the building frames of public and private houses are running down for want of C. I. sheets in Sibsagar Subdivision, though Government have promised to supply C. I. sheets.

Shri KAMAKHYA PRASAD TRIPATHI: We know it.

**Arrests made in connection with the Supply of
C. I. Sheets and Cement in Sibsagar Subdivision**

Shri KHOGENDRA NATH BARBARUAH (Amguri)
asked :

8. Will the Minister-in-charge of Supply be pleased to state---

- (a) Whether some arrests in connection with Corrugated Iron Sheets and Cement have been made recently in Sibsagar Subdivision ?
- (b) If so, how the matter stands now with these arrested persons ?

Shri KAMAKHYA PRASAD TRIPATHI (Minister, Education for Minister, Supply) replied:

8. (a)—Yes.

(b)—The matter is under Police investigation.

Shri KHOGENDRA NATH BARBARUAH: Sir, is it a fact that Government are going to withdraw these cases?

Shri KAMAKHYA PRASAD TRIPATHI: We are not withdrawing them. The cases are still under investigation.

R. C. C. Bridge over the Bhalukadoba River in Barpeta Subdivision

Shri GHANASHYAM TALUKDAR (Sorbhog) asked :

9. Will the Minister-in-charge of Public Works Department (Roads and Buildings) be pleased to state—

- (a) Whether Government will construct an R. C. C. bridge over the Bhalukadoba River in Barpeta Subdivision ?
- (b) If so, how soon ?

Shri DEBESWAR SARMAH (Minister-in-charge of Public Works Department) replied:

9. (a) & (b)—The proposal for construction of a bridge over the Bhalukadoba River is not included in any Scheme. This will be put up before the next meeting of Assam Roads Communication Board and if selected the work will be taken up as soon as funds are available for the purpose.

Shri GHANASHYAM TALUKDAR (Sorbhog): Sir, May I know from the Minister-in-charge when the Assam Road Communication Board will be held ?

Shri DEBESWAR SARMAH (Minister-in-charge, P. W. D.): To the best of my knowledge the date has not yet been fixed.

Mr. SPEAKER: Can you give the approximate time ?

Shri DEBESWAR SARMAH: I have no idea.

Embankment Project from the village Purni to Patamari and from the village Soulmari to Golakganj in the Subdivision of Dhubri.

Shri BHUBAN CHANDRA PRADHANI (Golakganj): asked :

10. Will the Minister-in-charge of Embankment and Drainage be pleased to state—

(a) Whether any embankment project from the village Purni to Patamari in the Subdivision of Dhubri has been taken up by the State Government ?

(b) If so, how far the progress has been made for project ?

(c) Whether it is a fact that the Minister-in-charge of Embankment and Drainage assured the public to complete the portion of the project from the village Soulmari to Golakganj in this season in his last tour in November, 1957 ?

(d) Whether it is a fact that Survey estimates and all other works for starting the project in the above portion have been completed ?

(e) If so, what are the reasons for delay in undertaking the works ?

(f) Whether Government consider it unnecessary ?

Shri MOINUL HAQUE CHOUDHURY (Minister-in-charge of Embankment and Drainage) replied :

10. (a) and (f)—There is provision for a flood embankment along Gangadhar from Bisnodi to Patamari in the original Flood Control Programme for the Second Five-Year Plan. But in view of the pruning down of the ceiling of the Plan from Rs.8 crores to Rs. 7 crores, this particular project could not find place in the Revised Programme now awaiting State Flood Control Board's approval due to its relatively lower priority.

(b)—The Scheme is however been notified under the Assam Embankment and Drainage Act, 1953 and objections are being invited so that there may not be any delay and difficulty in deciding about the details as required under the said Act if funds can be arranged to take up the same in future.

(c)—There is no information or record with the Government.

(d) & (e)—Survey work for the Embankment from Bisnadi to Patamari has been completed and preparation of Detailed Plan and Estimate is in progress.

(f)—Please refer to answer to question 10 (a).

Shri BHUBAN CHANDRA PRADHANI (Golakganj): Sir, in connection with Question No.10(c) will the former Minister be pleased to say anything in the matter?

Mr. SPEAKER: The former Minister cannot reply anything now as Minister.

Tribal Students of Nowgong Normal School

Shri DHRISINGH DEWRI (Laharighat : Reserved for Scheduled Tribes) asked :

11. Will the Minister of Education be pleased to state—
 - (a) The number of Tribal students reading in the Nowgong Normal School?
 - (b) Whether hostel accommodation is given to all Tribal students?
 - (c) Whether any amount under Art. 275(i) was sanctioned till now for construction of a hostel building there?
 - (d) If so, how many boarders are accommodated in the said hostel building?
 - (e) Whether stipends are awarded to each of the Tribal students reading in the said Normal Schools?

Shri KAMAKHYA PRASAD TRIPATHI (Minister, Education) replied :

11. (a)—Six Tribal students are reading in the Nowgong Normal School.

(b)—Yes, hostel accommodation is given to all Tribal students.

(c)—Yes. A sum of Rs.10,000 (ten thousand) in 1955-56.

(d)—Five Tribal students are accommodated in the said hostel. One student lives in a hut in the school compound.

(e)—Out of the 6 tribal students, 2 are recipient of Government scholarship, 1 is a school stipendiary, 2 are deputed teachers from Gauhati School Board and 1 is a non-stipendiary.

Shri DHIRSING DEORI [Laharighat (Reserved for Scheduled Tribes)]: Sir, May I know from the Hon'ble Minister how many seats are available in hostel building constructed by the amount of Rs.10,000?

Shri KAMAKHYA PRASAD TRIPATHI (Minister, Education): We have no information as to how many seats are available out of the total number of hostels constructed by the amount of Rs.10,000.

The House Committee

Mr. SPEAKER: I have an announcement to make. As authorised by the Rules, the House Committee was constituted with the following hon. Members:—

1. Shri Dandeswar Hazarika;
2. Shri Ranendra Mohan Das;
3. Shri Hakim Chandra Rabha;
4. Shrimati Padma Kumari Gohain;
5. Moulana Abdul Jalil Choudhuri, and
6. Captain Williamson A. Sangma.

In place of Moulana Abdul Jalil Choudhuri I nominate Shri Tajamul Ali Barlaskar and in place of Capt. Williamson A. Sangma U Jor Manik Syiem of Myllem. The other Member will continue.

The Assam Tea Plantations Provident Fund Scheme (Amendment) Bill, 1958

Now we will take up Private Members' business: Shri Sarbeswar Bordoloi to move for leave to introduce the Assam Tea Plantations Provident Fund Scheme (Amendment) Bill, 1958.

Shri SARBESWAR BORDOLOI (Titabar): Mr. Speaker Sir, I beg leave of the House to introduce the Assam Tea Plantations Provident Fund (Amendment) Bill, 1958.

Mr. SPEAKER: The Question is that leave be granted to introduce the Assam Tea Plantations Provident Fund Scheme (Amendment) Bill, 1958, be granted.

(The motion was adopted)

(The Secretary read then the total of the Bill.

Shri SARBESWAR BORDOLOI: Mr. Speaker Sir, I endeavour to introduce this non-official Bill.....

Mr. SPEAKER: No speech is called for at this stage.

Resolution re: the formation of a Committee to the reform administrative machinery of the Government of Assam

Mr. SPEAKER: Now, we will take up the pending Resolution* standing in the name of Shri Gaurisankar Bhattacharyya. I think Mr. Saikia might like to make his observation.

Shri DURGESWAR SAIKIA (Thowra): মাননীয় অধ্যক্ষ মহোদয়, যোৱা বাৰ নবেম্বৰ অধিবেশনতে শ্ৰীভট্টাচাৰ্য ডাঙৰীয়াই আমাৰ চৰকাৰৰ শাসন-পদ্ধতিৰ এটা সংস্কাৰ কৰা বিষয় লৈ যি প্ৰস্তাৱ আনিছিল সেই সম্বন্ধে সেই সময়ত কি কৈছিলোঁ। অৱশ্যে এতিয়া মোৰ ভালকৈ মনত নাই (হাঁহি) আৰু সেই সময়ত মনত যেনে আছিল এতিয়া অলপ কম বেচিও হ'ব পাৰে, বিহওক ভট্টাচাৰ্য ডাঙৰীয়াই প্ৰস্তাৱ উচিত সময়তেই আনিছে, নহলে যোৱা ১০ বছৰৰ নিচিনাকৈ যদি চৰকাৰৰ শাসন পদ্ধতিত অন্যায় আৰু দুৰ্নীতি চলি থাকে তেন্তে আমাৰ ৫ বছৰীয়া পৰিকল্পনাৰ কৃতকাৰ্যতা ৰাইজে উপলব্ধি কৰা টান হ'ব। বৰ্তমানে আমাৰ দেশৰ অভাৱ অনাটনো শাম কাটক চাৰি বৃদ্ধিহে হ'ব।

পঞ্চ বাৰ্ষিকী পৰিকল্পনাত কৈছে যে.....
“.....”

Administrative tasks and organisation: It is likely that as the plan proceeds difficult issues will relate less to matters of policy and approach, more to questions of administration and organisation. The principal administrative tasks during the Second Five Year Plan are:—

- (1) ensuring integrity in administration ;
- (2) building up administrative and technical cadres and providing incentives and opportunities for creative service ;

* Shri GAURISANKAR BHATTACHARYYA : This Assembly is of opinion that a Committee consisting of experts and public men be appointed to examine the present administrative machinery of Government and to suggest comprehensive measures for reorganising the structure, the rules of procedure, recruitment, training and all other connected matters of Government services, with a view to (i) making the administration more democratic and responsive to popular aspirations, (ii) decentralising the administration so as to increase the extent, scope and effectiveness of popular control at all levels, (iii) achieving greater efficiency and promptness, (iv) decreasing the incidence of corruption and wastage and (v) promoting popular enthusiasm and conscious participation in national buildings activities.

“আমি নিবৰ্চনাত নিবৰ্চাচিত হৈ অহাৰ বেচিদিন হোৱা নাই। কিন্তু এই কেই দিনৰ ভিতৰতে দেখিবলৈ পাইছে। যে আমাৰ চৰকাৰৰ শাসন যন্ত্ৰটো বৰ লোহেন। উদাহৰণ হিচাবে কব পাৰোঁ। যে আমাৰ বানপানী বিধবস্ত ৰাইজে কৰা বহু দৰ্খাস্ত আৰু সদস্যসকলে ৰাইজৰ হকে কৰা আবেদন বিলাক চাব ডিভিজনেল অফিচাৰৰ বা ডিপুটি-কমিছনাৰৰ অফিচৰ পৰা শ্বিলং পাইতে আঠ মাহৰো বেচিদিন লাগে। নই শিৱসাগৰৰ চাব-ডিভিজনেল অফিচৰ কথা কৈ কও। বান বিধবস্ত ৰাইজে টেবিলিকৰ বাবে কৰা দৰ্খাস্ত দিয়াৰ ৬ মাহ হৈ গল; তাৰ পিচত Reminder ও দিয়া হ'ল, কিন্তু আজিও কোনো উত্তৰ নাই। এই বিলাক কাৰণত ৰাইজৰ মনত অসন্তুষ্টিৰ ভাৱ হৈছে।

ৰাইজৰ স্কলঘৰ ধুমুহাত ভাগিল যোৱা নে নাহতে, কিন্তু সাহায্য অদ্যাপিও পোৱা নাই। যদিও এতিয়া কিছুমানে হকুম পাইছে আন কি বহুতে তেনে হকুম অদ্যাপিও পোৱা নাই। ধুমুহাৰ সাহায্য পাইছে, আৰু বহুতে পোৱা নাই। এনে বেমেজালি কিয় হয়? যোৱা বাৰ বাজেটত ২৫ কোটি টকা ধৰা হৈছে। কিন্তু সেই টকা বিলাক নিয়ম মতে খৰচ কৰা হোৱা নাই। চৰকাৰে Rehabilitation grant আৰু loan দিছে, কিন্তু পানী দিহিঙৰ ২৫ কি ২৬ জন বনুৱাই যোৱা ২ বছৰে আপেল কৰা স্বৰ্গেও আজিনৈকে টকা পোৱা নাই আনকি মোৰ চিঠি অনুযায়ী Subdivisional Officer এ reminder দিও আজি ৮ মাহেও report টো পোৱা নাই।

টেঙাপানীয়াৰ পৰা দিচাং মুখলৈ.....বাস্তাটোৰ কাৰণে ৫০ লাখ টকা বাজেটত মঞ্জুৰ হৈছিল। কিন্তু কান আজিও আৰম্ভ হোৱা নাই। পানী দিহিঙৰ বান বিধবস্ত আৰু গৰাখহনীয়া ৰাইজে যোৱা ৮ বছৰে যি কষ্ট পৰিছে যি মাটি বিচাৰি হাটকাৰ কৰি কুৰিছে। যদি এই কাম আৰম্ভ কৰিলেহেঁতেন, তেন্তে বিপদৰ পৰাটো কিছু পৰিমাণে হাত সাৰিলেহেঁতেনই লগতে ১২০০০ বিঘা মাটি reclaim হলহেঁতেন: যদি বাজেটত টকা ধৰি খৰচ নকৰে, তেন্তে বাজেটত হিচাব দেখুওৱাৰ অৰ্থ কি? ৰাইজ এই ক্ষতিৰ পৰা হাত সাৰিলেহেঁতেন। কিন্তু কিয় সেইটো হোৱা নাই।

Additional chief Engineer (E & D) এ শিৱসাগৰৰ পৰাই কলে যে টকা কম সেই টকাৰে গোটেই কাম নহ'ব এই ৫০ লাখ টকাৰে যদি নহ'ব তেন্তে কৰিছিল।

আমাৰ Hindustan Mazdoor Sebak Sangh ক বয়ন বিদ্যালয়ৰ বাবে আৰু বতাহত যন্ত্ৰগাৰ বাবে টকা মঞ্জুৰী কৰিছিল। উক্ত টকা আজিও কত চিঠিপত্ৰ আৰু টেলিগ্ৰাম দি জনোৱাতো টকা নগল। বহু সময়ত বছৰৰ শেষৰ ২৮।২৯ তাং টকা পঠায় আৰু ৩১ তাং টকা খৰচ কৰিব লাগেই—তেনেকৈ নো টকা খৰচ কৰিব পাৰেনে উপযুক্ত কামত টকা খৰচ কেনেকৈ পঠালে হ'ব পাৰেনে এনেকৈ যোৱা বছৰ E&D এ ৬০,০০০ নে কিমান টকা পঠাইছিল এইবোৰ টকা কত খৰচ হল। এই তিনি দিনৰ ভিতৰত ইমান টকা খৰচ কৰা জানো সম্ভব? এনেকৈয়ে যে সকলো ক্ষেত্ৰতে যন্ত্ৰটো চলি আছে। আমি জানো যে চৰকাৰৰ Technician ৰ অভাৱ কিন্তু মথাউৰিৰ মাটি কাম কৰোঁতে কিনো Technician ৰ কথা আছে?

মোৰ কন্ঠটিউৱেষ্টিত প্ৰায় ৮০০ ঘৰ Forest Villagers আছে কিন্তু সে লোকসকলৰ খোৱা পানী নাই ডাক্তাৰীৰ ব্যৱস্থা নাই। তাৰ জানো এটাসুৱন্দোবস্ত কৰিব নালাগে? কিন্তু বাজেটত তাৰ provision নাই। এনে ধৰণেৰেই চৰকাৰী কামবিলাক চলিছে। এই বিলাকৰ পৰাই দেখা যায় যে এই শাসন যন্ত্ৰটোৰ দোষতেই কাম বিলাক বৰ ধিমা টেটেলা হৈ চলিছে। এজন কৰ্মচাৰীয়ে আন এজন কৰ্মচাৰীৰ ওপৰত দোষ দিয়ে। আমি

কৰ্মচাৰীৰ ওপৰত দোষ দি থাকিলেই কাম নহ'ব ইয়াৰ কোনখিনি দোষ আছে তাক ভালকৈ পৰ্য্যবেক্ষণ কৰি তেনেকৈ সংস্কাৰ কৰিব লাগিব।

কিছুমান কামত টকা খৰচ কৰিছে কিন্তু আমি তাৰ ফল পাব পৰা নাই। আমাৰ শিৱসাগৰতে এটা Post-Mortem Examination ৰ কাৰণে ঘৰ কৰিবলৈ ৭ হেজাৰ টকা খৰচ কৰিলে কিন্তু এতিয়া সেইটোঘৰ অলায়ক ভাৰি আনধৰ কৰিবলৈ লৈছে। তেন্তে এই ৭ হেজাৰ টকা কিয় খৰচ কৰিলে? জয় সাগৰ Fishery ত যিমান টকা খৰচ হৈছে, মাছ সিমান পাব পৰা নাই। ঘৰ বিলাক Fishery বিভাগে কৰাত favouritism হৈছে আৰু ফলত কাম বেয়া হৈছে, অৱশ্যে ইয়াৰ বহস্য আছে। অৱশ্যে মাননীয় ৰাজ্যপালৰ ভাষণ আৰু বিত্ত-মন্ত্ৰী মহোদয়েও কৈছে যে ইয়াত সংস্কাৰ কৰিবৰ বাবে কাম হাতত লৈছে। কিন্তু চৰকাৰৰ সদৃচ্ছা স্বত্বেও হয়টো ভালখিনি বেমেজালিত কামহে উঠা নাই।

মাটিৰ বিষয় কবলৈ গলে আমাৰ ৰাজহ বিভাগ আছে নে নাই সন্দেহেই হয় মাটি হীনে মাটি পাব লাগে, কিন্তু মাটি পায় বেদখলকাৰীয়ে।

এনে বকনৰ বিষয়বিলাকলৈ চোকা দৃষ্টি আকৰ্ষণ কৰি ইয়াৰ সমাধানাৰ্থে আমাৰ শাসন যন্ত্ৰটোত যি বেমেজালি হৈছে তাক গুচাবলৈ নিশ্চয় এনে প্ৰস্তাবৰ প্ৰয়োজন গতিকে মই এই প্ৰস্তাবৰ নীতি পূৰ্ণ সমৰ্থন কৰো।

বোধকৰো চৰকাৰে বিষয়টো উপলব্ধি কৰিছে। সেই কাৰণে মই প্ৰস্তাবকক অনুৰোধ কৰো যাতে তেখেতে সদ্যহতে প্ৰস্তাৱটো উঠাই লয় (হাঁহি)।

(Voice in Hindi—বহ তো করंगे ही)

Mr. SPEAKER: আগতে মাননীয় সদস্যই এই প্ৰস্তাৱটোৰ বিষয়ে কি কৈছিল মই সোঁৱঁবাই দিব খোজঁ। তেখেতে কৈছিল যে তেখেতে এই প্ৰস্তাৱটো সবাস্তঃকৰণেৰে সমৰ্থন কৰিছে। (হাঁহি) (পৰিস্থিতি পৰিবৰ্ত্তন হৈছে বুলি শ্ৰীশইকীয়াই কয়)।

Shri TARUN SEN DEKA (Nalbari-West): Mr. Speaker, Sir, I warmly welcome this resolution moved by my Friend, Shri Bhattacharyya and whole-heartedly support it. I support this resolution because such resolutions are most essential for the development and progress of our State. It has been announced that our State is a Democratic State, Democratic in the sense that the system of adult franchise has been introduced here. Every man and woman after attaining the age of 21 years get the opportunity of enrolling himself or herself as a voter and elect his or her representatives to the Parliament, State Legislature, Local Bodies or the Panchayat as the case may be. Sir, we have elected our representatives in the Assembly or in the Parliament but thereby it does not mean that there has been the real transfer of power from the British established bureaucracy to the people's representatives thus elected to the Parliament or the State Legislatures. Although our State Legislatures and the Parliament are the repository of Governmental powers, does it mean that the real

transfer of power has been made to the hands of the legislators? Sir, the British bureaucracy which was established by the British was mainly a device to dominate and exploit us. Is there any change after the formation of the Local Bodies? I say categorically—'no'. So this resolution from that point of view is also most essential. As you know, the real administrative affairs of the State are carried on by the permanent State officials. Policies are formulated by the Ministers and broader policies by the State Legislatures and Parliament but the implementation of the policies and broader policies is in the hands of the officers and in implementing these policies sometimes they behave with the common people in such a way that the relation between the officers and the common people becomes strained and the fraternal feelings are found lacking there. Of course, I have stated about the British established bureaucracy, but what is bureaucracy? Bureaucracy is not a solid substance; it is a mental attitude which is reflected in the attitude and behaviour of our officers towards the common man. Has there been any change in their attitude and behaviour after our attainment of independence, after the formation of the local bodies and the Legislatures I say "no", not at all. I repeat, not yet the behaviour and attitude of our permanent Government officials towards the common man have registered any change. Thousands of tons of papers used in recording the proceedings in the different Legislative Assemblies and in Parliamentary debates and counter debates, criticisms and counter criticisms are spent but no account of such discussion and criticism has been able to bring about any change in the attitude and behaviour of these officers, but they have not even been able to touch the fringe of the question. Not to speak of this, I have come to know from my personal experience that some of these officers do not even hesitate to extract material gain from the common people taking advantage of their ignorance, illiteracy and simplicity. For example, if a common man goes to the Police Station, he has got to give something to the sentry to get his entry into the thana office, then again he has got to give something to the Officer-in-charge of the station to register his case. Unless he can give something, his case will not even be registered. Exactly similar is the tale of woes and sufferings of our common people almost in all the Government offices, in Sub-Deputy Collectors' offices, in Deputy Commissioners offices. Same is the case in the Public Works Department offices and also in the offices of our Secretariat. Corruption, nepotism, bribery and favouritism are rampant everywhere without any check or hindrance of any sort. I, therefore, maintain that a thorough overhaul

of our administrative set up is the crying need of the hour for the welfare and development of our poor people. Of course, it is sometimes said that interference and control from the side of the people and from the side of the elected representatives over the officials is not desirable. I say, it is true in certain cases. But generally speaking there should be control of the people and of the elected representatives of the people over the Government officers so that these things may not happen. Until and unless, the permanent Government officials are made to realise that the people and the elected representatives of the people have supreme authority over their conduct, then there will be no democracy, but it is only bureaucracy tempered with certain elements of democracy. So in my opinion, popular control over our administrative set-up is needed. I think this is the spirit of this resolution. Some people are however of the opinion that interference is a sort of invasion of party politics on the domain of the officials. And if some political party man is by chance entangled in such interference or criticism, they, the officials, call it an invasion of political parties. But we all know what is happening in practice. I do not mean that constant interference should be made over the activities of the officials. If constant interference is made then initiative of the officers will go resulting in the administrative inefficiency. But the serious defect in our administrative machinery is that there is too much interference by higher officers on the activities of lower grade officers. And because of their too much and constant interference the lower level officials cannot give their best initiative to their work. So it is to be seen that such things may not repeat in future. Some of our officers labour under the idea that they can work better by themselves without suggestions or advice from outside. This idea, to my mind, is fallacious. I know, as almost all the hon. Members of this House know, that most of our Government officials, though not all, are parties to corruption, nepotism and bribery in respect of appointments of subordinates, in respect of issuing of permits and cards, in respect of allotment of contracts, etc., etc. This is true as day-light. If we really think for the welfare of our people, of our State, we cannot afford to ignore this state of affairs and I am convinced that this resolution moved by my Friend, if accepted by the House and implemented honestly and sincerely by our Government, will be a great check upon this state of affairs. Sir, our State is a poor one, a problem-stricken State. There are so many problems. So to solve these multifarious problems effectively, to raise the standard of our people and to remove the distress of our people the morale of our administrative set-up should be raised so that the

people of our State irrespective of caste and creed can feel that this is their State so that they can help the Government with their initiative, zeal and vigour in the matter of implementation of our Five-Year Plan, so that they can enthusiastically take active parts in the matter of implementation of our various development projects in the Community Projects, in the National Extension Services Block, etc.

With these few words, Sir, I whole-heartedly support this Resolution and I hope that all the Members of the other side of the House will also support it.

Shri KHOGENDRA NATH BARBARUAH (Amguri): Sir, our Friend, Mr. Bhattacharyya, has placed this Resolution timely before the House. It is a very important Resolution. Before Independence we had no hand in the administration. We had no voice. So, either we had to submit to the dictates of the foreigners or we had to resign to our fate or we had to resort to some sort of movement to oust the foreigners. Accordingly the people of India had chosen the path of starting a movement. So, Sir, we launched a movement and later on, after Independence, the administrative set-up has to be changed. It is not because we love movement and we started it, but because there was chaos, corruption, etc., in our administration and that we were not satisfied with the then foreign administration and had to launch a movement. But after independence, Sir, our State has to perform a great and gigantic and also complicated task—the task of national development and a task to achieve a true democratic organisation. For the real development of the country first the material resources of the State and secondly the man-power must be utilised and must be mobilised respectively. But our Government fails in both these respects. Assam is a virgin field in the domain of industries, agriculture, water-power, anthropology, etc., etc. But still our economy, is a backward economy our country is backward from the economic point of view. We are lagging far behind in our economy and in the true sense our economy is an agricultural-cum-cottage industrial economy. So, we should transform our agriculture-cum-cottage industrial economy to modern industrial-cum-agricultural economy. To perform this gigantic task one thing is most important and that is that we should transform this administrative machinery into one which may suit our present day democracy. Our Government fails to keep contact with the common people. Any scheme or project in these days of planning cannot be translated into action without the co-operation and enthusiasm of the

people. Our Government fails to link the administration with the common people. It fails to rouse the consciousness of the common people which is absolutely necessary. Our police officers and officers of some other departments are looked upon by the people as oppressors, exploiters. Even our officers of the National Extension Services are considered by our people as jeep officers coming to lend money or to distribute governmental aid, etc. Government cannot get the help of the common people in the execution of any scheme or project. Sir, some democratic organisations and progressive-minded persons have already pointed out the defects in the administrative machinery which has been handed over to us by the foreigners. For instance, besides the already existing departments there are additional departments which have newly come up like irrigation department, cottage industries department, panchayat department, national extension and community development department, etc., which have no co-ordination among themselves. These new departments have virtually become the wheel within the wheels of the administrative machinery. Sir, the progress in carrying out certain schemes or projects is held up if there is no co-ordination between the departments whose co-operation is absolutely necessary for the success of such schemes or projects. Let us take the case of one single project. Any single project requires the co-ordination of many departments like agriculture, irrigation, public health, Finance, etc. But in getting approval of one department it takes long time and then it passes to another department. There it takes some time and in this way it takes some months. When there is such a delay in the execution of a project then there is inefficiency and thus the administration fails. In addition to this we have seen corruption, favouratism, nepotism in the activities of our departments which are blighting the life of largest number of people all over Assam. Therefore, Sir, it is the time for all of us to pause a little to think whether we should not change this administrative machinery into a new one so as to suit the present democratic set-up of the country.

Our Friend, Mr. Bhattacharyya has timely placed this Resolution before the House and I appeal to this House to accept the Resolution for the sake of a good Government. It is not a question of prestige to accept this Resolution by the Government because it happens to be placed before the House from the opposition side, it is a question of sang-froid as to who is more prepared for democracy. This Resolution should be accepted because our people are really sincere to have a better type of administration and better Government.

Sir, I have already mentioned that our country has been infested by corruption, favouratism, nepotism, etc. We find in "Miser and Phutus".

The Miser justly laments :

"Who can recount the mischief's o're,
Virtue resides on earth no more :"

That is why I appeal to this House again to accept this Resolution. Unless this administrative machinery is changed, the people will not wait and tomorrow they will revolt.

With these words, Sir, I support the Resolution.

Shri RADHIKA RAM DAS (Palashbari) Mr. Speaker, Sir, I support the principle of this Resolution. This Resolution has been brought at a very opportune moment. The administrative machinery of our State has reached a critical stage and if adequate steps are not taken to rectify it at this moment, it may collapse.

Sir, after the attainment of independence the same bureaucratic administrative machinery of the British Government remains ; rather, the administration has gone from bad to worse; corruption has entered into it. Although in this very House the Members have cried again and again for making the administration efficient and although the Government have stated many times that they were appointing committees to go into this matter, we still remain where we were ; up till now, we have not seen any good results. On the contrary, the administration has gone from bad to worse. Sir, although the reasons for this administrative inefficiency are many, it appears to me that this is mainly due to three reasons, *viz.*, (1) due to the file Government, (2) centralisation of power and (3) inefficient hands. As a matter of fact, the file Government of the British bureaucracy remains as it was. If a petition is submitted to the Government it goes into a file and then the file moves from one place to another and ultimately it takes 3 to 6 months to know what has become the fate of the application. Unless and until we can do away with this file Government, the administrative machinery is sure to fail.

Secondly, it has become a common saying among the people in the villages that unless and until one goes to Shillong one cannot get any redress. This is because all the powers of

the State are centralised in Shillong. Unless the powers are decentralised it will become difficult for the people to get any relief. Now, Sir, it was said by the Father of the Nation that we should have a Panchayat Raj. Panchayat Raj does not mean that there should be Pachayats only. What is more important is that there should be decentralisation of powers. All powers should not remain in Shillong ; in that case, the officers and people in the districts and villages will lack initiative to do any work. Powers should be decentralised in such a way that the administrative machinery becomes a responsive one and a popular one. So, the main thing is that powers should be decentralised so that the officers and the people alike in the districts and the villages get an incentive to work and they can think that this is their administration and their country and that the Government is not separate from them.

Thirdly, Sir, there are lots of inefficient hands in the administration. Many persons cannot deal with the files properly and so the matters get delayed. It has, therefore, been rightly suggested that there should be training of officers. Unless and until they are properly trained it is not possible for them to deal with files properly.

Sir, the administrative machinery is inefficient not only in our State but in other States also, but ours is the worst. The Central Government set up a Committee to enquire into this matter and the Committee gave certain suggestions how to tone up the administrative machinery and how powers could be decentralised.

Shri DEBESWAR SARMAH (Finance Minister): I have not been able to follow what the hon. Member is referring to.

Shri RADHIKA RAM DAS (Palashbari): I am referring to the Balwant Rao Mehta Committee's report.

Mr. SPEAKER : Does the hon. Member mean the Committee set up by the Planning Commission under the Chairmanship of Shri Balvantray Mehta ?

Shri RADHIKA RAM DAS : Yes, Sir.

Mr. SPEAKER : There is a reference to it in the Governor's Address also.

Shri RADHIKA RAM DAS : Yes, Sir, this Committee was set up by the Central Government and they have submitted

a report. So, I feel that this Resolution has been brought at the right moment and if the recommendations of that Committee consisting of experts are given effect to, I think our administrative machinery is bound to improve. So, Sir, I support the principle of this Resolution.

Shri JAHANUDDIN AHMED (Bilasipara) : Mr. Speaker, Sir, I rise to support the Resolution moved by my Friend, Mr. Bhattacharyya. In supporting this Resolution I should like to say that it is really a fact that our administrative machinery has gone from bad to worse. We find in every day of our life that the treatment meted out to the common people by the officers is very very deplorable. In my own experience, I had some talks regarding one Thana officer with the Superintendent of Police. I was just giving the Superintendent of Police private information that in certain Thana dacoity cases were going on a large scale and my information was that the Thana officer was in league with those dacoits. I just gave the information in private ; there was nobody when I was speaking to the Superintendent of Police. But after a few days I came to know from a friend of mine that I had informed the Superintendent of Police regarding the Police officer in charge of the Thana something. Then I asked my Friend, "How could you know of it ?". He told me that the Thana officer had told him. If you analyse this personal experience of mine carefully that unless the Superintendent of Police informed the Thana officer about my information, it was impossible to know it from any other source. If you analyse, Sir, the matter further, you would ultimately come to the conclusion that the Superintendent of Police must have been in league with that Police Officer also. So this is the state of affairs that is going on in our administration.

Another thing which I will like to say about an experience of a very common man of a village. The man somehow or other had been able to catch a thief in his house at night. When a thief is caught red-handed people generally give some beating, and in the same way this man also beat the thief and in the morning this thief was taken to the Police Station. The Thana officer threatened—the man by saying—"Why did you beat this thief ?" The man then became helpless and said before the Thana officer "Please excuse me. There was some mistake perhaps". "It was better to kill a foul and let him be served" he thought. That is the idea of the common men and that is the treatment they are having from Police Officers.

Another thing, Sir. In the last Budget Session my hon. Friend, Shri Islam, had narrated a miserable thing where

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people had to suffer to a great extent. A dacoity case was reported to the Police and the Police came to the village and arrested at random the people in the village who were well-to-do men just to extract money from those persons. In this way mass arrests were generally made. That was the case in our district also last year and year before. Police in these cases extracted money from the people of the village under threat of arrest. So, Sir, this is the administration regarding Police Department, we are having.

Sir, of the Revenue Department I will just like to tell something about my own district which is having Cadastral Survey just now. The Mandals and Kanungoes have become a nuisance to the people of the area. They are having some money and then immediately change the name of the owner of the land and in this way they are doing such a mischief that the people are unable to do anything. They will not show their maps to the people; they will not show their report; they will not consult even the estate records and they will not take any estate officials with them. So, Sir, everywhere—there is corruption and nepotism which is going on unabated. Sometimes I have found that there are certain good officials. When the good officials want to take action against the bad officials and black-marketers they have to become very strict to the black-marketers or the persons who had committed some wrong. But such good officers are immediately transferred from that place by the Government and who is responsible for this transfer? It is the Government. If our Government, have been strict, then the strict officers would have been able to do justice with a view to punish the real black-marketers and bad officials and things must have been set at right. Our Government is showing this slackness for transferring good officers from one place to another. So naturally administration has naturally deteriorated and in the fitness of things, I wholeheartedly support the Resolution. I think, the Government will not hesitate to accept the Resolution to tone up the administration in each department.

With these few words, Sir, I beg to resume my seat.

Shri NILMONEY BORTHAKUR (Dibrugarh): Mr. Speaker, Sir, I would like to say a few words in support of the Resolution moved by my hon. Friend from Gauhati. This Resolution raises a very important issue before the country, rather the most important issue before us all. The importance is as great as that of the major decision that have been taken in the State level and the Union level during the last ten years. The basic problem before our country is reconstruction and development of our economy and rejuvenation of the entire nation. For that purpose two things are

essential. The first thing is that we must have a suitable policy which can be implemented. Secondly, we must have an organisation which is capable of giving shape and implementing that policy. Whether good or bad, we have a policy. We may not all agree on the different aspects of the policy accepted by our Government. But there is a major agreement in the fact that we are unable to carry it out satisfactorily. We want organisation that can do it. At present we have an administrative machinery which we inherited from the British. The British set up this administrative machinery only for one purpose and that purpose is to maintain the British rule over us. Of course things were carried on in the name of maintenance of law and order. Today our goal is different, (our ideal is different) and the present set-up of administrative machinery therefore cannot perform the basic task which we aim at. No argument is necessary to prove it. If this machinery continues, we may not be able to execute our Second Five Year Plan. So this machinery has to go, it should be completely reorganised keeping in view not only certain defects in this machinery but also the requirements of the present period. Sir, in the present administrative machinery there are so many checks and cautions. These checks and cautions were purposely introduced by this British in order that they may maintain their over-all control over every move of our lives. For that purpose this machinery was set up with person whose basic qualities were not taken into account, only their efficiency and mechanical effectiveness were taken into account.

Now, under the proposed new set-up the basic task before the country is to fight against poverty, ignorance and backwardness. This machinery must obviously therefore be completely overhauled. We have declared war against poverty, ignorance and backwardness. But if we have to fight a battle successfully, every one from the soldier to the Captain, from the Captain to the Officer Commanding, from the Officer Commanding to the General Staff and from the General Staff to the Supreme Political leadership should not only be inspired by a spirit of service, self-sacrifice and patriotism but should have mutual love and respect for one another. These alone constitute the foundation of unity, co-ordination and integration. Our administrative machinery is spared of these virtues and therefore it cannot be expected to wage a successful war against our enemies, viz., poverty, ignorance and backwardness. Our present administrative machinery with an elaborate reporting mechanism tends always to expand. Of course this gives employment to a lot of people but it does not help the State. If we examine the work of any department, whether Police, Agriculture, Finance or any other

department, we will find that these checks and cautions coupled with a reporting mechanism not only cause unnecessary delays but create conditions for unnecessary expansion. This has been the case not only here but everywhere. Wherever the administration is based on Bureaucratic functioning, even in England at one time a Commission was appointed to go into the whole matter of continual expansion of the British Navy even after the war that was in 1933. After the 1914-18 War the number of British commissioned ships decreased from 64 to 20, but the number of people serving in white hall in the Department of Royal Navy increased by 78 per cent. The Commission went into the whole administrative set-up of the Royal Navy and found that particular type of administrative apparatus tends to expand by creating more jobs in it. So is the case with India. For example—if a Secretary or the Head of a Department finds himself overworked, and the files go on swelling, he usually feels that the only solution of his difficulty is expansion of his Department. But he does not always invite the assistance of persons of his own cadre who can compete with him. Neither does he countenance addition to his own cadre, as that might adversely affect his promotion. Of course we have no statistical data for this but from a cursory view of the matter it is found that officer generally takes in more assistants in the lower rung of the ladder. This process continues to the lower levels, and as a result the Department keeps on expanding. When a letter comes to a Minister, it first goes to the Secretary and then to the Head of a Department and then to a Superintendent and then to a Head Assistant and at last it will reach the dealing assistant with whose notes on it, it will again go the same way up and in this way unnecessary delays are involved. As I said, the present type of administrative machinery was introduced by the British with a purpose and that purpose is to repress the people and their democratic movements and aspirations. This was sought to be achieved by providing for checks and cautions so that control can be exercised at every point. Innumerable instances can be cited in support of this contention. But at present these checks and cautions are not wholly necessary. They now simply act as unnecessary brakes to retard the progress of developmental work. At one place in my subdivision, people applied for an agricultural loan in 1955 but it was sanctioned in 1957, that is, after two years. And what is worse, the money came during harvesting time, that is, several months after the sanction had been made. Such unnecessary delays can certainly be avoided if the present administrative machinery is reorganised to fit in with present-day needs.

Again, Sir, in the present set-up we have the most important class of functionaries known as the Secretaries. Now, the function of the Secretary originally was to interpret, elaborate and carry out the policy which his Minister has laid down. Not only that, he is also to advise the Minister on every matter, he is to point out any irregularity in the policy, technicality and so on. But this practice is no longer followed in our State. The Secretaries either usurp the powers of the Ministers or leave the implementation itself to the Ministers. When the Secretary finds that some one higher up is interested in a particular case, or specially when he finds that his Minister is interested in that case, he does not put up any suggestion but simply leaves it to the discretion of his Minister because he does not like to incur the displeasure of his Minister. In the present set up the Secretary is only actuated by an urge to please his Minister. However, the Secretary is responsible to the Minister, the Minister is responsible to the Cabinet, the whole Cabinet is responsible to the Legislature and the Legislature is responsible to the people. Moreover, the Secretaries are responsible to the various Legislature Committees. But if we get down to the lower rungs of the ladder we will find that officials taking decisions in a village or a thana or at the subdivisional level are not responsible to the people or their representative organisations. In this way we have no democracy in the lower rungs. So this undemocratic mode of functioning must be put a stop to.

Then again, we find another picture in the matter of these delays, i. e., when a Minister is interested in a particular case, that case is tackled with top speed, and the red tape is removed for the purpose, as we found in the case of granting *ex-gratia* payment to Shrimati Nirupama Barthakur. She made an application at Nowgong on the 10th and on the 13th, she was on board the plane enroute to U.S.A. But when the personal interest of the Minister is not involved, it takes months and sometimes years for a decision to be arrived at. One cannot expect every Minister or Secretary to take a personal interest in every case. So, Sir, this type of administrative machinery must be got rid of and the new set up must be conceived of. The Second point to be taken seriously into account is that the check and control which are exercised by the Department of Finance over other Departments, a system introduced by the British by virtue of which the Department of Finance has been acting as conscience-keeper of the Government, are now acting as a brake on the progress of national development. With regard to the finance and audit checks the

basic principles were to effect economy and to prevent wastage. But what we find? We find the finance and audit checks are acting as a hindrance. The officers have enormous faith in the sanctity of the rules which are considered so sacrosanct that they do not think it necessary to brush aside the minor rules and procedures even if the situation demands so. They forget that the rules were framed for the people so that they may guide us to run the affairs of the State. But we find these rules act as a hindrance to the smooth running of the State. Moreover we find that many officers have not been able to adjust themselves to the present changed situation. Let me cite an example. In West Bengal, about 3 or 4 years back, one Agricultural Officer put up a demand for more money before the Finance Department so that he might purchase super-phosphate and distribute the same to the agriculturists. The reply from the Executive was—"Why 'Super'? Manage, with 'Phosphate' (*Laughter*). A poor country like ours cannot afford to have 'Super'. So we find in the old set-up, they think in the old way. They are not in a position to adjust themselves to the moving situation. Now, we also find that the Finance Department does not want to loosen its grip over other Departments. We find both in the State Governments and in the Central Cabinet there is a scramble for the Finance Portfolio. The scramble can only be explained by love of power and control which the Finance portfolio carries. Finance people in order to tighten their grip over others dilate on very minor point. They go on demanding clarifications after clarifications which cause inordinate delays. In one case in respect of according sanction to the purchase of a house the Finance Department sent back the file asking for furnishing specifications of the house,—what was the size of the house, what was the height, how many posts it had and all that. When these informations were made available, the Finance Department again sent back the file asking for further clarification such as what was the condition of the floor—whether it was pucca or semi-pucca and so on (*laughter*). So you see in the name of finance and audit checks sometimes unnecessary delays are caused to the detriment of the State. As I have already said the purpose of the Audit Department is to keep a check so that there may be no wastage of the money and to effect economy. But in doing so we should not lose sight of the fact that our development works are hampered. We should remodel our rules and procedure and the sanctity of the rules should be done away with, if it does not fit in with the present changed situation. It is essential that we bear in mind certain basic features. We have seen that the Government of India and the State Governments in spite of the checks have not been

able to get rid of the inefficiency and corruption. The very existence of the Organisation and Method Department, the Anti-Corruption Department, etc., bears eloquent testimony to the fact that inefficiency and corruption is rampant in the administration, in other words, there is lack of efficiency and impartiality in the entire Administration. So by applying those checks only we cannot achieve our objective. For that purpose it is necessary that the whole matter should be examined thoroughly and methods devised to achieve that end. At this stage it is not possible for me to give a detailed idea of what type of administrative machinery we should have. If we compare the methods of administration in America, Japan, France, England, etc., we find they are simpler than what we have here. There the Ministers, or the Secretaries, and the Under-Secretaries or the Assistant Secretaries are taken in from the political level. The officers below them belong to the permanent service who are experts in their line. These three categories of functionaries are empowered to take principal decisions on the spot. Budget provision is made section-wise and therefore works are carried out without any further reference. They are responsible to the Senate or Parliaments or the respective Committees as the case may be. But here we find the position quite different. Here we have the Ministers, the Secretaries, the Joint Secretaries, Deputy Secretaries, Under-Secretaries, the Assistant Secretaries, Additional Assistant Secretaries, so on and so forth. Then we have Directors, Additional Directors, Deputy or Assistant Directors. Every one of these dignitaries has his own establishment and *pacapeernaalia*. It is a big machinery. Then we have got Lower Division Assistants, Upper Division Assistants, Superintendents and others. So it takes a long time for a paper to come to a Minister through this winding channel ironically called the "proper channel". The procedure must be simplified. For that purpose the administrative machinery, and the methods obtaining in those countries, *viz.*, America, France, etc., may be studied and those methods which are suitable may be adopted here. Sir, of the view that in effecting an improvement in the administrative machinery, one basic thing should be borne in mind, and that is: a mere change in the machinery is not enough; the quality of the persons who man the machinery should be of high order. The people who are entrusted with the running of the machinery should be imbued with the spirit

of patriotism. All-round improvement depends on the efficiency and honesty of the persons who man the machinery. Unless that spirit comes, whatever form we may adopt, it will not succeed. It will be better for us to remember that the re-organisation of the administrative machinery should be based on five basic principles. First of all inordinate delay should be minimised, and for that purpose we must bear in mind that the volume of work cannot be judged by the mere receipts and issues of letters, because if we adopt that standard that will encourage delay. We should judge the volume of work by considering as to how many decisions have been taken and how many implemented. If we merely take the entries of receipts and issue Registers into account that will indirectly lead us to wrong conclusion. The persons in-charge will always try to inflate the volume of work by increasing the number of receipts and issues, by increasing the number of files, etc., in order to show that his work is heavy, and there will be a tendency on his part to maintain pending files which will ultimately delay things. So our endeavour should be to see how many decisions have been taken, and for that purpose the entire administrative work in the State should be divided in four categories. First of all let us start from the work of those who are in the lowest rung of the ladder, *e.g.*, the work of Lower Division Assistants. If he is called upon to supply certain information which is in his possession, he should do it without delay and without waiting for the decision, note or order from the Superintendent or the Secretary. If he is to relay a circular he can do it himself without sending it to others. Next, when a decision is necessary on an issue, which in our set-up a person of the rank of the Superintendent can take, he should be empowered to take it, without disturbing the whole machinery. Majority or the bulk of the letters and correspondence belong to these two categories. Next in order comes the class of papers where technicalities are involved. These should come direct to the Head of the Department, the Director or an officer of that rank who should dispose of them, as speedily as possible, after proper scrutiny. Only in cases where a policy matter is involved, or a question of interpretation of the policy is involved it may come to the Secretariat or the Ministerial level, and may sometimes come to the Cabinet level. But very few papers usually come to the Cabinet level for decisions. So if we just introduce such a method without delay, there may be improvement in the administrative machinery to a great extent; and with a lesser number of staff, greater efficiency may be achieved, and much of the unnecessary delay may be avoided.

My second point is about casteism in Government Service. Now, the posts of the Secretaries and Deputy Secretaries or Additional Secretaries are mostly filled up by men from I. C. S. and I. A. S. cadres, who form a class by themselves. Not only they dislike to move freely with the officers of the subordinate cadres, but they also do not think it worth their status to accept suggestions and advice of their subordinates. Nor do they take them into their confidence. The same spirit imbues the departmental Heads, the Superintendents and the senior assistants. In this way a wide gulf is created between one service and another although they all belong to the same Government. Unless this superior attitude on the part of different classes of officers is removed, our administration is not going to be a democratic one.

Thirdly, we have to consider about the recruitment rules and service conditions of our Government officials. This is by far the most important point. But Government officers must feel that in whatever capacity they might be working under the Government, either as a Secretary, a Deputy Secretary or a clerk or a chaprasi, that they are doing a job for the nation, for the country as a whole. They are serving the people and the country in their respective capacities, however small that might be. And on such a spirit of service depends the future of the country. Our Government officers, each and every one of them, have got to bear in mind that if any one of them commits a mistake somewhere, its consequence will not remain confined within one's individual sphere of action, but will have a far wider effect, its consequence may leave its impress on the whole country. Unless we can instil that spirit of service in the minds of our officers, we are not likely to be able to improve the administrative machinery. With a view to achieve this purpose we have to bring about a radical change in our existing recruitment rules and service regulations of our Government officials.

Now I come to my next point, control of finance. In the matter of financial control, we generally find an unusual delay in the matter of giving financial sanction to incur expenditure. This is so because Finance has the strongest hold over all other departments. This must be loosened. When there is provision in the Budget, the Department should be free to incur any expenditure without any fear of being taken into task. Such a latitude is, of course, not free from the danger of the opportunity being misused. But then the Department incurring the expenditure will be responsible for

any misuse to the departmental Head who will in his turn be responsible to the Minister concerned who will be ultimately responsible to the Legislature. Now, Sir, as regards the present method of checking the details, I think it will be enough if we restrict the check to new schemes only. Lastly Sir, the fifth principle relates to the Audit checks. The present procedure of checking the details after a long lapse of time should be discontinued. I am of opinion that while auditing emphasis should be laid on checking the actual implementation of a scheme or undertaking ; and for that purpose it would be enough to examine the mode of execution, the stages or the steps of execution of an undertaking and the degree of perfection attained. As for details, it would be necessary to make some sample check of the details, and if any defect is found there, the person responsible for it, should be punished immediately. But the present method of check is so dilatory and cumbersome, that if somebody embezzles any money, the whole departmental machinery is set on rolling, it has got to pass through so many vicissitudes of examination and re-examination that not only does it take a very long time to find out the culprit, but all interest in the issue is also lost. So the proceedings should be quick, and exemplary punishment should be immediately inflicted upon the person responsible for such embezzlement.

Foundation of democracy rests on an efficient machinery capable of implementing the policy of the Government effectively and efficiently with the voluntary co-operation of the people. If our love for democracy is true and sincere, we must remodel our administration apparatus, so as to transform it into an organisation which can further our task, namely, the basic task of the country. With an outmoded bureaucratic method of functioning we cannot lead the country on its onward march along the path of peace, progress and prosperity, by removing its backwardness in different spheres,—social, educational and economic. Because democracy does not mean replacement of white bureaucracy by a brown one which we have at present.

With these few words, I support this Resolution and I believe the hon. Members on the other side of the House will find no difficulty in accepting this Resolution.

Shri BAIKUNTHA NATH DAS [Rangiya (Reserved for Scheduled Tribes)]: I rise to oppose the Resolution moved by my Friend in the opposite, Shri Gaurisankar Bhattacharyya. I feel that the effect of this Resolution instead of improving the state of affairs of the Government obtaining at present, will lead to further inefficiency and slowing down of the pace of progress of governmental activity. Sir, if I were convinced

that as a result of acceptance of this Resolution by the Government, our pace of progress in the matter of implementation of our Second Five-Year Plan would have been exhilarated, then I assure my Friend, the mover of the Resolution, that I would have been the first man to extend my wholehearted support to the Resolution. Sir, the Second Five-Year Plan is now well on the way of implementation. Now, if at this stage we accept this Resolution which envisages a thorough overhaul of the existing administrative machinery, then Sir, I feel we will be guilty of impeding the progress of our Five-Year Plan instead adding more speed to it. Such a step will leave no opportunity in the hands of our Government to look to the upliftment and development of our people. If such a committee, for instance, decides in respect of the administrative machinery and in respect of certain project in a particular area that the plan and policy so long pursued by our officials are wrong, then it will have to go all the way back with a view to begin it afresh. Will not such a thing retard the progress of the country? Shri Balwant Mehta's report is now in our hands. Our Government have direction to take action in the light of this report. Our plan of action has now been determined in the light of the recommendations and suggestions of this report. Now if we have got to revise our action again on the recommendations made by this new committee sought to be appointed, then much complicity will arise. For example, our Panchayats are organized in certain areas. Again that policy is changed to take the Mauza as its area. Again this plan is to change according to Mehta's report. In this way the progress of the Panchayats is delayed. Similar things may happen in respect of other limbs of the Government also. Sir, Government may fail here and there sometimes. But that is not the failure of the Government as a whole. Instead, I think, that is a warning to the Government so that they may be more careful in future in the matter of implementation of their plans and schemes. Take another instance, the case of an aeroplane. An aeroplane is very carefully examined before it is certified fit for taking its flight. Such an aeroplane also at times meets with accident, the engine may fail or some other defects develop, and it may crash. Our Government may also sometime fail, but this is, as I said before, cannot be termed as a failure of the Government. It is more a warning than a failure so that Government may give more attention, may be more careful in the matter of implementation of its plans and projects.

Mr. SPEAKER: The hon. Member is stating something which runs counter to his argument. Whenever there is a plane-crash, there is always the enquiry committee to look into its causes (laughter.)

Shri BAIKUNTHA NATH DAS [Rangiya (Reserved for Scheduled Tribes)] : It may be so, Sir. But what I say is that if we now appoint a committee without any crash as my hon. Friend has suggested, then our progress will only be hampered and no useful purpose will be served. Sir, the Government that we have at present is a Government of the people, a Government which is run by their own representatives who are always conscious of their responsibilities to the people. Now if they are interfered with in their work in the way as suggested under the Resolution, then I feel sure, our work will only suffer.

With these words, Sir, I oppose this Resolution and request my hon. Friend, Shri Bhattacharyya, to withdraw the same.

Shri BISWADEV SARMA (Balipara): Mr. Speaker, Sir, I am thankful to Mr. Bhattacharyya for giving this opportunity to discuss this vital problem not only to our State alone but to the whole country. Every one in this House will agree that the present administrative machinery which is meant for establishing a welfare State is hopelessly lacking in giving relief to the people. One can speak for days as to the failure of the present machinery and how it fails to achieve the objective that we have in view. But, Sir, although I am at one with Mr. Bhattacharyya that there should be an expert committee to go into this question I have a little doubt in my mind as to the terms of reference which he has referred to in the Resolution. Firstly, Sir, I feel that it will be next to impossible for a single committee to complete their recommendations in the course of some years because every one of the items of the Resolution requires one committee for itself. So, from that point of view, I find it very difficult to accept this Resolution not because that it is not necessary. It is certainly necessary and it is very urgent. But I feel that the purpose of the Resolution will be frustrated if a single committee is allowed to go into all the items which he has referred to. Secondly, Sir, I feel there will be some constitutional difficulties, as it will not be within the competence of this committee to suggest things with regard to the whole structure of the administration.

So, Sir, I hope although the present Resolution cannot be accepted, the Government will do well to remove the difficulties that we are facing to solve the different problems of the State as well as of the country at large.

With these words, Sir, I am sorry I cannot support the Resolution in its present form.

Sri HARINARAYAN BARUA (Teok): মাননীয় অধ্যক্ষ মহোদয়, আমাৰ মাননীয় সদস্য ভট্টাচাৰ্য্য ডাঙৰীয়াই জনা প্ৰস্তাৱটোৰ ওপৰত বাক-বিতণ্ডা কৰাটো নিষ্প্ৰয়োজন। প্ৰস্তাৱটোৰ মূল উদ্দেশ্য প্ৰশংসনীয়। এই প্ৰস্তাৱটো গ্ৰহণ কৰাত আমাৰ সদনৰ সদস্য সকলৰ পক্ষে বা গৱৰ্ণমেণ্টৰ পক্ষে কোনো আপত্তি থাকিব নালাগে। এই প্ৰস্তাৱটো লগতিয়াল; বিৰোধী দলৰ সদস্যই জনা হলেও এই সুন্দৰ প্ৰস্তাৱটো গৱৰ্ণমেণ্টে গ্ৰহণ কৰা বাঞ্ছনীয়; যদিও বিৰোধী দলৰ পৰা উত্থাপন কৰা হৈছে; গৱৰ্ণমেণ্টৰ পক্ষৰ পৰা সুন্দৰ কথা গ্ৰহণ কৰাত আপত্তি উঠিব নোৱাৰে। সুন্দৰ কথা সদায় গ্ৰহণ কৰি থাকিব।

প্ৰস্তাৱৰ যিটো মূল উদ্দেশ্য, সি অতি সুন্দৰ, নাত্ৰ ইয়াতে কথা এটা আছে। যাৰ কাৰণে আপত্তি কৰিব লগা হৈছে। (হাঁহি) কথা হৈছে, যি উদ্দেশ্য লৈ সদনত এই প্ৰস্তাৱটো উত্থাপন কৰা হৈছে, সেই উদ্দেশ্য সকল হবনে নহয় সেইটোও বিবেচনা কৰি চোৱা দৰ্কাৰ।

প্ৰস্তাৱত কৈছে—This Assembly is of opinion that a Committee consisting of experts and public men be appointed to examine the present administrative machinery of Government and to suggest comprehensive measures for reorganising the structure, the rules of procedure, recruitment, training and all other connected matters of Government services, with a view to (I) making the administration more democratic and responsive to popular aspirations, (II) decentralising the administration so as to increase the extent, scope and effectiveness of popular control at all levels.....etc. গৱৰ্ণমেণ্টৰ ইমান বিলাক বিভাগ আছে, তাৰ খুতিনাতি পৰ্য্যবেক্ষণ কৰিবলৈ এটা কমিটিয়ে সক্ষম হবনে নহয় সেইটো ভাবিবলগীয়া কথা। এটা কমিটিৰ পক্ষে এনে এটা গুৰুতৰ বিষয়ৰ সিদ্ধান্ত ৪ বছৰেও শেষ হবনে নহয় সেইটো সন্দেহৰ কথা।

অৱশ্যে যদি Committee বুলি নিদি Committees বুলি দিলেহেঁতেন, এই উদ্দেশ্য সোনকালেই সিদ্ধি হ'লহেঁতেন; গতিকে প্ৰস্তাৱটো যি উদ্দেশ্য লৈ সদনত উত্থাপিত কৰিছে সেই উদ্দেশ্য সিদ্ধ নহব।

আমাৰ সকলোৰে ভিতৰত favouritism, nepotism কম বেচি পৰিমাণে আছে। এই সকলোবিলাক বেয়া বস্তু। Ism বাদ দি চলিব পৰা হলে ভাল আছিল। তেতিয়া সকলো সিদ্ধান্তও সুকলমে হ'লহেঁতেন। আৰু পৃথিৱীখন স্বৰ্গত পৰিনত হ'লহেঁতেন। মানুহৰ সমাজখন এখন বৃহৎ দেৱতাৰ সমাজ হ'ল হেঁতেন।

বৰ্ত্তমান নিয়মত আমাৰ শাসন যন্ত্ৰত কি হৈছে, কেনেকৈ ভাল হব লাগে আৰু দেশত কেনেকৈ শান্তি হয় সেই সকলো কথা আমি আলোচনা কৰা ভাল, আৰু গৱৰ্ণমেণ্টলৈ সুন্দৰ আৰু সুস্থিৰ পৰামৰ্শ আগ বঢ়োৱা উচিত।

ইয়াতে আমাৰ বৰঠাকুৰ ডাঙৰীয়াই এটা ভাল কথা কৈছে। পুলিচ এজনৰ পৰা আৰম্ভ কৰি চুপাৰিণ্টেণ্ডেণ্টলৈকে, তেওঁলোকে যি কাম কৰে বা দেশৰ কাৰণে কৰিব লাগে তাক নিজৰ দেশৰ প্ৰতি কৰিছে বুলি ভাবি কৰিব লাগে। এনে ভাব সকলোৰে হোৱা উচিত। সেই ভাব সকলোৰে হলে, এনে এটা বিশৃঙ্খলা নহ'ল হেতেন। মানুহৰ ভিতৰত এই ভাব নথকা কাৰণেই বহুত অসুবিধাৰ সম্মুখীন হব লগীয়া হৈছে। এই অসুবিধা কোনে কেনেকৈ আৰু কেতিয়া শেষ কৰি দিব এই সদনত কব পৰা নহব। যেতিয়ালৈ মানুহৰ এই ভাব নাহে আমাৰ দেশৰ, ৰাইজৰ শান্তি হোৱা টান। আমাৰ ভাববিলাক কোনো Ism য়েই ঠিক কৰিব নোৱাৰে।

আমাৰ ডেকা ডাঙৰীয়াই কৈছে Interference ইমান বেচি হৈছে যে অফিচাৰ সকলৰ কাম কৰা অসুবিধা হৈছে। তেখেতে কি উদ্দেশ্য লৈ এই কথা কৈছে মই বুজিব পৰা নাই। আমাৰ ডেকা ডাঙৰীয়াৰ কথা খিনিৰ কোনো মিল দেখা নাই।

তেখেতে প্ৰথমে কলে যে আমাৰ কৰ্মচাৰী সকল বৰ বেয়া দাবোগা বেয়া, S.D.C. বেয়া, Sub-Register আদি সকলো বেয়া—ঘুচ খায়। নহলে কাম নকৰে ইত্যাদি। পিচত কলে ডিবেক্টৰৰ পৰা আৰম্ভ কৰি সকলোৱে Interfere কৰে, এতিয়া চাওক, প্ৰথমতে কলে গোটেই খিনি বেয়া। তাৰ পিচত ভাবিলে হবলা কিজানি অফিচাৰ সকলে বেয়াই পায় সেই কাৰণে কলে ওপৰৰ Interference ৰ কাৰণে তলতীয়া কৰ্মচাৰী সকলে কাম কৰিব পৰা নাই সেই কাৰণে কাম বিলাকত পলম হয়, আৰু তলতীয়া কৰ্মচাৰী সকলে কাম নকৰাত ওপৰৱালা সকলে কাম কৰিব নোৱাৰে। এনে দূৰলীয়া নীতিত আমাৰ বিশ্বাস নাই। Ism বিশ্বাস কৰা সকলে এনে নীতি গ্ৰহণ কৰিলে দেশৰ প্ৰশাসন কেনেকৈ ভাল হব পাৰে? দেশৰ প্ৰশাসন ভাল হব পাৰে যদি নিদ্ধাৰিত নীতি গ্ৰহণ কৰি লোৱা হয়।

Shri TARUNSEN DEKA (Nalbari West): Misrepresentation of facts, I mean some offices.

(Voice—ঠিকেই ব্যাখ্যা কৰা হৈছে।)

উদ্ধীকা কহনা ঠীক হৈ।

Shri HARINARAYAN BARUAH (Teok): হয়, ঠিক ব্যাখ্যা হৈছে। এই দূৰলীয়া নীতি হোৱাৰ কাৰণে দেশৰ প্ৰশাসন যেনেকৈ চলাব লাগে সেই দৰে চলাব পৰা নাই, চৰকাৰটো কংগ্ৰেছেই হওক বা চচিয়েলিষ্ট হোক বা কমিউনিষ্টেই হওক। কংগ্ৰেছ হলেই যে ‘ফেভাৰ’ কৰা হয় আৰু চচিয়েলিষ্ট বা কমিউনিষ্ট হলে ‘ফেভাৰ’ নকৰে সেইটো নহয়। অফিচাৰ সকলৰ মনত যিটো উচিত বিবেচনা হয় তাকেই কৰে। সেই সিদ্ধান্ত তেওঁবিলাকৰ বিৰুদ্ধে হলে অফিচাৰ বেয়া নহয়। প্ৰকৃততে যিটো কৰিলে উচিত হয় তাকেই কৰা হয়। মোক মাফ কৰিব, তেখেতক আক্ৰমণ বা টান কথা শুনাৰ নিমিত্তে মই এই কথা কোৱা নাই। আনক আক্ৰমণ কৰি টান কথা কোৱাৰ মোৰ অভ্যাস নাই। অভিযোগ আনিছে যে, আজি আমাৰ চৰকাৰী অফিচবোৰত গাৱঁৰ মানুহক অসৎ ব্যৱহাৰ কৰে—মণ্ডল-কাননগু, কেৰেণী-মহৰী আৰু চিপাহী আদিয়ে অসৎ ব্যৱহাৰ কৰে। কৰিবতো। আমিহে তেওঁলোকক তেনে ব্যৱহাৰ কৰিবলৈ শিকাইছোঁ। বাইজক মাটি লাগে, কিন্তু মাটি নাই। তেতিয়া আমিহে কওঁ ‘ব’ল বৰ চাহাবৰ ওচৰলৈ। কিন্তু আমি শান্তিৰে নেযাওঁ, যাওঁ দীঘলীয়া শোভাযাত্ৰা কৰি চৰকাৰী বিষয়া সকলক আমনি কৰিবলৈ। এইদৰে আমনি কৰোঁতেও মাটি দিয়াত পলম হলে বেদখল কৰা হয়। মানুহক আইন ভঙ্গ কৰিবলৈ উদগাই দিয়া হয়।

Shri KHOGENDRA NATH BARBARUA (Amguri): মাটি নিদিলে বেদখল হবই।

Shri HARINARAYAN BARUA : মাটি দিলেও মাটিৰ ওপৰত অন্যায় আক্ৰমণ কৰাটোহে অসহনীয়।

Mr. SPEAKER : Order, Order, I want to make it clear that I won't allow this House to be used as a forum to incite any law-breaking.

Shri HARINARAYAN BARUA (Teok): এই দৰেই সকলো ক্ষেত্ৰতেই উচ্ছল জনতাই চৰকাৰী বিষয়া সকলক আমনি কৰেগৈ যেতিয়াই তেতিয়াই। তেওঁলোকৰ পৰা কেনেকৈ সহায়-সহানুভূতি আশা কৰিব পাৰি? তেওঁলোকৰ পৰা সদ ব্যৱহাৰ পাবলৈ হ'লে আমিও সদ ব্যৱহাৰ কৰা উচিত। গতিকে আমি বেয়া ব্যৱহাৰ কৰো বাবে আনাকো তেওঁলোকে তেনে ব্যৱহাৰ কৰে। অধ্যক্ষ মহোদয়, নই আকৌ কৈছোঁ।—আমি তেওঁলোকৰ পৰা ভাল ব্যৱহাৰ পাবলৈ আশা কৰাৰ আগতে আমিও তেওঁলোকক ভাল ব্যৱহাৰ কৰা কথাটো পাহৰিব নোলাগে। আমি যদি এই সদনৰ সদস্য হৈ ৰাইজক লগত লৈ বে-আইনী কাম কৰো, তেনেহলে কেনেকৈ তেওঁলোকৰ পৰা ভাল ব্যৱহাৰ পান?

শ্ৰীযুত ভট্টাচাৰ্য্য ডাঙৰীয়াই এই প্ৰস্তাৱটো আলোচনা কৰিবলৈ সুবিধা দিয়াৰ বাবে প্ৰশংসাৰ পাত্ৰ হৈছে। কিন্তু কনিষ্ঠ শব্দটো থকাৰ বাবেহে গ্ৰহণ কৰিবলৈ টান পাইছোঁ। সেই কাৰণে এনে অসুবিধালৈ লক্ষ্য কৰি ভট্টাচাৰ্য্য ডাঙৰীয়াই যেন অনুগ্ৰহ কৰি প্ৰস্তাৱটো উঠাই লয়।

Rev. J. J. M NICHOLS-ROY [Cherrapunji (Reserved for Scheduled Tribes)]: Mr. Speaker, Sir, this Resolution was moved on the 5th of November, 1957 and it was not decided upon and we are discussing it now. I am sorry I was not present at the time when this Resolution was moved. I want to speak only a few words in regard to this.

This Resolution, no doubt, has been prompted by the consideration that there is a dissatisfaction all over the country about our administrative machinery. There is no doubt a feeling that the administrative machinery of the Government has not been pulling on very well and is not serving the people as they expected it to do. It may be possible that the Government also is somewhat at a disadvantageous position on account of the fact that they had to base their administration on the former administration of the British Government. There is no doubt that there is delay as well as the feeling of the people that there is not quick service, there is not speedy notice and there is not that feeling of the spirit of service to the public among the officers of the Government. These are the things which are felt by the people in the country everywhere. I myself have felt great inconvenience on account of these matters. Delay is one thing which the people do not like and also justice is not speedy. I found myself when I was the Minister for Jails that there was delay, delay, delay; sometimes the cases which ought to have been tried quickly had been left for several months. This was the common complaint and I found that was true. This Resolution has been prompted by the feeling that there must be improvement in the administration. How can that be improved? That is the question. The proposal is that the improvement can be made by having the whole matter laid before a Committee

consisting of experts and public men which will examine the present administrative machinery of the Government and suggest comprehensive measures for organising the structure, rules and procedure of recruitment and all other connected matters relating to Government service. This is the meaning of the Resolution that this Committee will examine and suggest measures how to improve the administrative machinery of the Government with a view, of course, to bring some quick adjustments to avoid delay and also to improve the administration of the whole State—in the Secretariat as well as in the district offices—which is very important indeed. I think it is very important that there must be some Committee to examine this matter with a view to improve the administration. But whatever that Committee may do, if it is appointed, it will have to impose certain things upon the people, upon the officers, in general. The moral condition of the officers is very important. Whatever rules and procedures there may be, the attitude of the officers must impress upon the people that they are honest and righteous men and they have the spirit of service and they feel that it is their duty to serve the people. There must be the feeling of responsibility in the officers. Even a small officer must be made to feel that he is responsible for the good of the administration of the Government. For the mistake of a Constable or a clerk the whole administration may be condemned. Even the smallest officer must be made to feel that he has a great responsibility for the good name of the whole administration. These are matters which should be taken into consideration. No administration can be well run unless it is based on these three principles, *viz.*, the spirit of selfless service to the country, sense of responsibility and good moral condition and fear of God. All these things are very important to be imparted to the officers to make improvement in the administration. This means that there must be a change in the mental out-look as well as in the very nature of the public servants from the very start. I find it myself almost every day now when I have to deal with the people of the interior villages to get help for them from the District officers. There is a great need for improvement in the dealings of the Government servants in the lower rung of the ladder in the administration. But officers like Deputy Commissioner of a district, who are practically trying to help people, are at the mercy of the lower officers who, if they do not do their work faithfully and well, will cause delay and dissatisfaction to the public. For these and various reasons, Sir, I consider that a Committee consisting of experts and of public men

as stated in the Resolution to examine the condition of the administration will probably be able to evolve some measures which will improve the administration. It is admitted on all hands that the administration has deteriorated and that deterioration has been there because of the irresponsibility of some of the officers, probably in the lowest rank. There must be some change. The heads of the administrative units are temporary in their places of responsibility, there seems to be a lack of the great feeling of responsibility in the whole administrative machinery. The Deputy Commissioner is serving in his district for about 3 years and he goes away to another place. A Minister comes and goes away. The officers who man the administrative machinery should be somewhat of a permanent responsibility. Sir, it is quite possible to have such a Committee to go into the whole question as to how the present administrative machinery could be improved. I support the Resolution, because the principle is correct. There is need of an Expert Committee and a Committee of public men. Of course that Committee will take some time. This Committee of experts and of public men can take evidence from public men as well as from the officers of the different Departments, and then afterwards evolve some measures for the sake of improvement of the administration. In view of the fact that we are now living in a democratic atmosphere, people expect a great deal from the Government. The Government now means the Ministry. Why should a Minister be blamed for the inefficiency and carelessness on the part of officers from below? The Ministers have to depend on the officers below. Therefore I support the Resolution for a Committee for the sake of improving the administrative machinery of the Government.

Adjournment

The Assembly was then adjourned for lunch till 2 P. M.

After lunch

(The Deputy Speaker was in the Chair)

Shri GAURISANKAR BHATTACHARYYA (Gauhati):

Mr. Deputy Speaker, Sir, I feel much flattered that so many of my learned Friends on both sides of the House have taken part in this discussion on this resolution and that they have contributed so much from their ideas and experiences. The discussion had begun from last year and it took two days. The first day of the discussion was on the 5th November.

1957 and today again. In that first day's discussion as many as four Members from the Congress Party had participated—Mrs. Barua, Mr. Ram Nath Sarma, Mr. Sarbeswar Bordalo and Mr. Durgeswar Saikia. I am very glad that all of them then offered unqualified and enthusiastic support to the resolution. But in the meantime perhaps there has been some change in the Congress Party Whip and today we find a little difference in the tone. I do not know whether that small matter, namely consistency, has been left only for small men like us. At any rate, our Friends in their discussion on both the days gave very valuable suggestions and they have enriched the discussion a good deal. I need not perhaps go to reply to the points where there was a little more enthusiastic expression than my humble self. I shall only try to explain my position in regard to those points where some of my learned Friends seem to differ more or less.

Let me first of all take my Friend, Shri Radhika Ram Das, because I understand he is going away very soon. He has said that he supports the principle of the Resolution. I am glad to hear it for the Resolution only brings a principle, it gives only a recommendation to Government to do a certain thing. In giving support to the principle he said that three important things are to be taken note of at the present moment. One thing is that there has been over-centralisation of power. Secondly, that the old British type of bureaucracy still continues and consequently it has become quite incompatible with the changed political and social conditions of the country and thirdly, he said that there are too many inefficient hands.....(Shri Radhika Ram Das.—No. I said some). All right, some inefficient hands. These things are the main contention of my Friend. So if that is true, I do not find any other conclusion than that there must be a thorough study of the entire administrative machinery and that study must be not only from the point of view of the so-called experts or administrators, but also from the point of view of the representatives of the people—the public men. So far as the administration of the British regime was concerned, its aim was only "efficiency". So far as their political ideal was concerned, that was set once for all. What they wanted was a ruthless and efficient prosecution of their imperialist policy. So, the matter of administration could easily be left to the "experts". But today that position is not there. So, not only 'experts', but "public men" also must be associated in the study of the problem. I think, my Friend, Shri Das, also supports the Resolution in all its essentials.

My Friend, Shri Barbarua, has rightly emphasised one point, that is, the aspect of the necessity of popular control over the administration and the popular support for the nation-building efforts that are undertaken by the Government. Unless and until, to use his words, this "co-ordination and co-operation" is there, there cannot be any good Government in the country at the present juncture. My Friend, Shri Jahannuddin Ahmed, has said at some length about the bad behaviour of some officers. I can only say that if some officers behave badly or they do not come up to the standard, leaving aside the question of exception, in most cases they are victims of circumstances, they are victims of a system and if that system could have been changed for the better I think most of our officers would have been much better in their behaviour. We have seen, for example, that during the last Congress session at Pragjyotishpur we saw that our policemen behaved very well and everybody, whether from inside the State or outside, praised their good manners and also their helpfulness. So if once that can be possible, why can it not be possible at all times? I for one believe that our country-men are good and our officers also are good individuals but for the defective administrative machinery and wrong line of training.

Now, my Friend Shri Baikunthanath Das, said a very important thing. He said that he would have supported the Resolution if it had come earlier; now that the Second Five Year Plan has come, if we consider this Resolution that will be wastage of our energy and division of our attitude and that it will only stand as a stumbling block in the way of progress of our Second Five Year Plan. May I remind my Friend of the proverb "Better late than never"? He says that the principle is nice but it has come too late, hence it should be withdrawn. Why is the principle fine? There cannot be a principle fine or excellent bereft of the context. Why is this Resolution? Is it only for an academic discussion or is it for a study of the actual conditions of our administrative set-up? And what is the purpose? The Resolution is comprehensive enough to show the purpose. I don't think that he will disagree with me if I say that to carry out reforms, however good they are, it is not enough to have only a machinery or even an efficient machinery. Indeed, what is necessary to make our Second Five Year Plan successful is the political consciousness, the organised strength and active participation of our masses in the different aspects of the Second Five Year Plan. Our First Five Year Plan was not basically wrong. In order to build a strong and enduring

super-structure the basis was to be made firm and in case of the First Five-Year Plan the agrarian basis was sought to be made firm and for that purpose agrarian reforms—land to the tiller and the general uplifting of the economic, social and political conditions of the peasant masses were envisaged. But what was the result? After the plan period has been over not a single one of the professed things has been achieved so far as this State is concerned. With regard to the condition of food we are perhaps worse than we were three years ago. Owing to the acute agrarian crisis, we see hundreds and thousands of peasants coming to the town and making demonstrations to get land while there are vast areas of lands lying fallow in tea gardens and so-called reserves. Has the per capita income of the peasants gone up? So, what has happened in this First Five-Year Plan period? Has the First Five-Year Plan been a complete success? May be that it has not been a total failure and there may have been stray successes here and there but it has not been successful up to the expectation. And why? It is not because there was not administrative machinery but because there was lack of appreciation of the popular aspect. Unless we can bridge the gulf of the two things—people and the bureaucracy, if they are to stand poles as under, then however fine our plans may be, these plans would never be successful. If the Second Five-Year Plan had not been before us today, perhaps we could have waited a little more, but because we have taken in our hands such a stupendous task it is very necessary that we must have the necessary apparatus for that. Unless we have the necessary apparatus it is impossible to implement the principle however nice it may be and that principle will vanish in the air. Therefore, if my Friend is really serious about the Second Five-Year Plan, and I hope he is, and if my Friend really understands what this Second Five-Year Plan is and I hope he does, then he will also try to understand how to achieve it. Will the Second Five-Year Plan be achieved by the Fotwahas from the Secretariat Hill, will the Second Five-Year Plan be achieved by those Heads of Departments, by those district officers who when some grievance are placed only say 'Government know'? So far as the day-to-day administration is concerned, the district officers are supreme, they are almost beyond control. The Cabinet is here representing the Government and the Cabinet is answerable to the elected representatives of the people, but so far as the district Heads are concerned, they are just like Mogul Satraps and it is mainly with their help that we want to have the Second Five-Year Plan implemented! I don't however say that all our district officers

are bad. Sometimes some of these Satraps are also very benevolent people. Some of the feudal lords also were very good people. Shall we therefore say that feudalism is good? It is not a question of individuals? There were some Dewans in some Princely States who were able administrators. For example in Trivancore-Cochin or in Mysore there were some Dewans and even in Bikaner there were some Dewans of whom the then British administrators felt proud. But because there were some good Dewans and Nawabs, that does not make the feudal system good. Therefore, if there be one or two good district heads, that does not make bureaucracy a good and acceptable system. This is the main point which I want my Friend, Sri Baikunthanath Das and others to appreciate. Now, as Shri Das has said, he will appreciate that three things are here at present existing in our administration. The first thing is that the present administrative set-up is dangerously centralised. There are certain smaller things which can be done in the Circle level or in the district level. Even for that they have to send notes to the Secretariat for instruction and in the Secretariat the note will move from table to table, and when it requires the Minister's approval it takes a further length of time, because as you know our Ministers now-a-days remain constantly out on tour in opening a Lower Primary School or a Hostel (*lauhgler*). So, naturally for a simple thing it takes a pretty long time. But this could have very easily been done in the Circle or in the District level itself, if they were vested with necessary powers and if they could take the initiative under popular supervision. Of course now-a-days, there are some Advisory Committees, but these Committees cannot control if the District Head does not like to be guided by these Committees. So there is no effective control at the popular level, although it may be to some extent in the cabinet level. Then, secondly we find here in our administration that the role of democracy is meagre and that of the bureaucracy is tremendous. Now so far as the position of the Secretary, for example, is concerned, no doubt being for a pretty long time in the administration, he is expected to know the art of administration, and if sometimes the Minister in spite of his popular touch, in spite of his capacity and opportunity to feel the pulse of the people, proposes to do something, which from the administrative point of view is not correct, the Secretary may rightly give a dissenting note. I am not saying that the Secretary be divested of all initiative; but my point is that if the Head of a Department or the Secretary due to his long association in the administration and due to the power accruing to him by virtue of his post thinks that his idea only is correct, his knowledge only is perfect and that a lay man who somehow

secured some votes and became a Minister does not know administration then his attitude is not correct. After all it is not the administrative machinery which is to determine the end, it is the Legislature through the elected representatives of the people that will formulate the policy and see that the policy is executed by the administrative machinery. If the executive is to do the function of framing the policy then the Legislature becomes divested of its right and duty. There must be democracy not only in form, but also in context. A democracy to be real must be a popular democracy. If any of my learned Friends of the ruling party moves in his constituency where some complaints are made to him as to why this or that is not being done as promised, what answer does he generally give? Perhaps something like this, "Well, Government does not agree, I am trying my best, etc.". Now, what does he mean by 'Government'? The Deputy Commissioner, or the Secretary or the Minister? People expect their elected representative to play his rightful role in the Government of the country. Real and effective power however does not to-day lie in the elected Legislature. It lies there in the Secretariat Building. It is not the Legislature and the people's representatives who are the rulers at the State level. It is the Secretary. He gets the criticism if he is wrong or he gets the credit if he is right. We, the representatives of the people, cannot play the role we are expected to play.

Now, Sir, so far as the Second Plan is concerned, it is not a matter which will be decided only in the Cabinet. If we think that the Central Government will give a direction and that will be relayed to Shillong and Shillong will make a carbon copy of it to send it to the district and the district will make another carbon copy for the Circle and village and in this way want to implement the Second Plan we shall again face a position which will be more unenviable than the First Plan. Therefore, if we are really serious that our Plan must be successful, that it should be speedily and efficiently executed, then the apparatus of the administrative machinery with which it will be implemented must be cleansed here and now. There cannot be any more delay.

Sir, I have finished the point of Sri Das. I now come to the point raised by my Friend, Sri Biswa Dev Sarma. Sir, I am sorry, I could not appreciate why and how an intelligent man like my Friend, Sri Sarma, failed to see the full purport of my Resolution. In my Resolution I have suggested a committee not only of experts but of experts and public men. His criticism was that I was suggesting a committee of experts only. We shall no doubt need the help of the experts, because they have experience.....

Shri BISWADEV SARMA (Balipara): I am sorry, Sir, my Friend has misunderstood me. I have said that there should be a committee consisting of experts and public men, and I also said that one committee will not do.

Shri GAURISANKAR BHATTACHARYYA (Gauhati): Sir, I accept his statement. We want a committee of experts *plus* public men. I am however not in favour of many committees and then a confederation of committees. However, if that is only objection of my Friend, Sri Sarma, he could have tabled an amendment adding the letter "S" whatever that 'S' might have been (*laughter*). If the problems were distinct from one another there would be scope for a committee for each problem and every committee would have distinct or fairly distinct things to do. But where the problem concerns the administrative machinery as a whole we cannot suggest a committee for every branch or sub-branch. For example, there cannot be a committee for the class IV staff, *i. e.*, the Chaprasis, etc., then another committee to go into the functions of the stenographers, one more committee to go into the function of the Secretariat staff, and yet another committee for the Heads of the Departments, etc., etc. That is not the intention of this Resolution. The intention of this Resolution is that there must be a total view of the machinery of the Government and there must be a thorough study from both the points of view—from the point of view of administrative efficiency and from the point of view of popular policy, perspective and control. There must be a total review of the facts and total suggestions to the Government. That suggestion is bound to be one where not only the State Government's but, perhaps, indirectly the Central Government's policy also will have to be examined. Mr. Sarma has stated that it will create Constitutional difficulties. It was this bogy of Constitutional difficulty that brought in the Simon Commission, Report "Safeguards for the Imperial Services". It was against this that Mr. Sarma's father fought tooth-and nail. Those supposed Constitutional difficulties afforded costly protection to those officers of the All-India Cadre, such as the, I.C.S., I.M.S. I.F.S. officers. But "safeguards" against whom? Against the people! Even now they enjoy some of these exclusive privileges although there has been a great change in the political set-up of the country. I am afraid, these chosen people of God have succeeded in making some stage-management and hence we see a different attitude in the Ruling Party from the attitude it took on the 5th of November, 1957. But it is impossible effectively to run the administration of a democratic republic of socialist pattern with blue-blooded imperialistic line of service

cadres. The two things cannot go together. One is contradictory to the other. That is why I bring this Resolution before the House.

My Friend, Shri Harinarayan Barua, has stated, I am glad that he has stated thus, that the suggestion is good but that there are administrative difficulties in the matter of implementation. He also stated that in the state of Kerala also there are such difficulties. Yes, there are administrative difficulties as we see in the paper, and it is why the Government in Kerala have appointed a committee of experts and publicmen, including Congressmen to go into the matter and place their suggestions before the Government as to how these difficulties can be removed. Similarly these difficulties have been experienced in other States also, *i. e.*, West Bengal, etc. In West-Bengal they have appointed a committee to go into this matter. The Central Government is also studying the problem. One of my Friends has referred to the report of Balvant Ray Mehta. But the terms of reference of that Committee were different from and more limited than those of the committee I have envisaged in my Resolution. There is no harm if we make an independent study of our own conditions also. There is another thing in this connection. My Friend, Shri Durgeswar Saikia, made a reference to some Government proposals. I could not quite follow him but what probably he meant is that Government has already appointed an Organization and Method Division to go into the working of the Secretariat. But that is only a fringe of the problem. This does not cover the purpose of this Resolution in its entirety.

I then refer to the observation made by Rev. Roy. He has correctly stated that until and unless the general morale of the people is improved, unless and until the people think that they are a part and parcel of the administration and they have got a role to play in the administration of the country, and unless and until they play it efficiently and honestly, no administration can run in the way it should. That is why I have stated in my Resolution "with a view to promoting popular enthusiasm and conscious participation in the nation-building activities" along with other things. It has been stated that the Government is also thinking in the same line. But I want to know whether Government would accept the Resolution. If the Government accept it, we shall be glad and we shall offer our whole-hearted co-operation. I have not brought this Resolution as a challenge to the Government. If it is a challenge, it is a challenge to all of us. This is a challenge of the time not

only to the Government party but to all of us who are in public life. So, I hope, my Resolution will not be taken as a censure of the Government or a challenge to it, but will be taken as a challenge of the time to all of us. If the Government think that this Resolution is one which can help the Government and the country as a whole, I do not think they will feel shy to accept the Resolution. If on the other hand they think that there is no need of such a Resolution, that there is nothing wrong in the country necessitating such a Resolution, let it be clearly stated why it is not necessary. But till now none has been able to show anything that is wrong with the Resolution. There may be a suggestion for more than one committee, but that is not a major point. If they have nothing to show against it, I hope they will be pleased to accept the Resolution.

With these few words, Sir, I hope my Resolution will receive the attention of the House that it deserves.

Shri DEBESWAR SARMAH (Finance Minister): Mr. Deputy Speaker, Sir, I have been attentively listening to the discussion on the Resolution, and it makes me wonder sometimes whether we have been conducting the debate on the administrative policy of the Government or whether we are discussing a particular Resolution before us. Therefore, Sir, allow me please to elaborate my point. While I am saying so, let us have a look on the Resolution. From a perusal of the Resolution it will appear that it may be divided into two parts—one part is operative and the other part, if I may say so, is purposive. The Resolution reads like this:

“This Assembly is of opinion that a Committee consisting of experts and public men be appointed to examine the present administrative machinery of Government and to suggest comprehensive measures for reorganising the structure, the rules of procedure, recruitment, training and all other connected matters of Government services, with a view to (i) making the administration more democratic and responsive to popular aspirations, (ii) decentralising the administration so as to increase the extent, scope and effectiveness of popular control at all levels, (iii) achieving greater efficiency and promptness, (iv) decreasing the incidence of corruption and wastage and (v) promoting popular enthusiasm and conscious participation in nation-building activities.”

Sir, here the purpose of the second part of the Resolution is “for reorganising the structure, the rules of procedure, recruitment, training and all other connected matters of Government

services, with a view to (i) making the administration more democratic and responsive to popular aspiration, (ii) decentralising the administration so as to increase the extent, scope and effectiveness of popular control at all levels, (iii) achieving greater efficiency and promptness, (iv) decreasing the incidence of corruption and wastage and (v) promoting popular enthusiasm.....” With this purpose of the Resolution nobody can have any quarrel. When the Members even on this side of the House spoke in favour of the Resolution they all as reasonable men will welcome the purpose for which the operative part of the Resolution has been put forward. Now, Sir, let us examine the operative portion of the Resolution. It runs as: “This Assembly is of opinion that a Committee consisting of experts and public men be appointed to examine the present administrative machinery of Government and to suggest comprehensive measures for reorganising the structure, etc.” Let us, Sir, closely examine whether such a committee is necessary or whether it is an urgency of the day. Let us also see whether we need such a committee of experts to go into the administration and to suggest ways and means or whether the materials that we already have and the suggestions from various committees which are available to us go to justify the implementation of this part of the Resolution. Sir, we accept the Resolution offered by the Mover in the spirit he has done. He has moved this with the best of intentions. I do not say that it is a challenge to the Government or it is a censure of the administration. It is not so. He has put forward this Resolution with a good intention and we reciprocate those sentiments. I admit that there is room for improvement in our administration. But let us closely examine whether such a Resolution at this juncture will help in eradicating the evils and promoting efficiency or will it hold back what is sought to be done. Sir, the subject about improvement of administrative structure generally drew the attention of the Government of India a few years back. In this connection let me now say what I have to say from my side. I would invite the attention of the House to what Shri A. D. Gorwala said on the subject. I am reading from Chapter VI:

“REFORM AND REORGANISATION

In the last decade, hardly ever have two years passed without some report becoming available at the Centre or in the Provinces on the subject of administrative reorganisation and reform. These reports have dealt with matters such as the structural improvement of the administrative machine, more

efficient methods of personnel management and better and quicker ways of operation. To mention only a few of the most recent, there is the Bengal Administration Enquiry Committee Report, 1944-45, the Government of India Officer Shortage Committee Report of 1947, the Government of India Reorganisation of Machinery of Government Report of 1949 and the Hyderabad Economy Committee Report of 1950. All these reports contain valuable recommendations regarding the action to be taken. They tell us what to do and what they tell us to do is for the most part worth doing. The broad trends of reforms recommended are generally similar, with a few exceptions, sometimes but not always relatable to local conditions. Broadly speaking then, it would appear that what has to be done is known and in some cases has been begun but the general defect is that action over the whole field has not been taken and pursued with vigour and determination. The will and direction which may be strong enough and clear enough when Government accepts a report and resolves to implement it seem with the passage of time to get weakened, obscured and dissipated." This Report was submitted on 30th April, 1951. Along with this at the same time we have the Report of the Planning Commission on the First Five-Year Plan and in that Shri Gorwala was asked to report. Soon after that our Prime Minister commissioned the services of Mr. Paul H. Appleby and Mr. Appleby submitted his report on 15th January 1953. Thereafter we have a voluminous report—in three volumes. One of these is called "Report of the Study Team for Community Development and National Extension Service, Committee on Plan Projects." This Report of the committee headed by Shri Balvantray G. Mehta was submitted on 24th November, 1957. I submit, Sir, that what we have to do and what we should do next has been amply elaborated in all these Reports. I hope my young Friend, an intelligent lawyer and debator, would not perhaps come out with this Resolution if he had read all these voluminous Reports—by the Balvantray G. Mehta Committee. In submitting the Resolution he is rather early by 17 days. What is sought to be done in the operative part of the Resolution has already been recommended in these Reports, but to implement such recommendations we will have to take some time. But at present this Resolution is not necessary. Again I will read a relevant portion from the same Gorwala Report:

"Broadly speaking, then, it would appear (this was dated 30th April 1951) that what has to be done is known and in some cases has been begun but the general defect is that action over the whole field has not been taken and pursued with

vigour and determination. The will and direction which may be strong enough and clear enough when Government accepts a report and resolves to implement it seem with the passage of time to get weakened, obscured and dissipated."

Then in the second paragraph of Chapter VI of the same report, it is stated that the Bengal Committee thought that "having regard to past history, what seems necessary is not so much to think out novel proposals as to ensure that the impulse to reform and reorganise—which must be personal in the last analysis—exist and will continue to be transmitted not only through the machinery of the Central Government but through the co-ordinated machinery of Governments throughout the country. This is particularly necessary because of the acuteness of the short term administrative problem, its co-existence over the whole of India and the impracticability of dealing with certain of its more important aspects on other than an all-India basis."

The Report continues: "The short-fall in administrative efficiency may be compared to the shortage in food. It is a problem of similar gravity, dimension and public import."

Mr. Gorwala, who is very well-known in India and elsewhere for his piercing insight and his ability to go through things, compares this short-fall in administrative efficiency to the shortage of food.

Shri KHOGENDRA NATH BARBARUAH (Amguri): Who is Gorwalla? Is he an I.C.S. Officer?

Shri DEBESWAR SARMAH (Minister, Finance): I will tell him later on. As he said, Sir, this is a problem of some gravity, dimension and public import. The answer to this is not a Committee of experts to go into the working of the administrative machinery to suggest ways and means for increasing efficiency speed and lessening corruption. What is necessary is the implementation of the recommendations of which we have galore from experts. We have had many of them giving us reports in the Centre as well as in the various States. What is necessary is our determination to implement those recommendations. Therefore, I submit, Sir, that when we have the suggestions, when we have the recommendations, where is the necessity at this time to constitute a committee which will again take a long time to go into all facts which have already been traversed by experts? Even in the State of Kerala, as my Friend said a few minutes ago, a Committee has been constituted and they had to seek far and wide in India for talents to constitute the Committee. I have no doubt that is a committee

with known experts and others and I think they have issued a questionnaire also. They have sent a set to our State and perhaps my Friend, the mover of the Resolution, might have got one. Let us wait and see what recommendations are put forward by that Committee. Of course there may be slight differences in conditions and environments in different areas, but, by and large, making allowance for differences in local conditions, we may be in a position to accept the general recommendations with such modifications as may be necessary due to local conditions. That is why, I say, Sir, let us wait and see and our patience will be rewarded. This is a matter which should be gone into in a comprehensive manner. It is not a matter to be gone into in an *ad hoc* manner—just to constitute a committee, get some recommendations, do something half-way and then leave it. As I said, it requires persistent work and patience. Now, let us examine what has been tried or sought to be done in India very briefly and in the State with a little elaboration. Sir, after the Appleby Report was published, an Indian Institute of Public Administration was set up in Delhi. Alongside with it a Central Organisation and Methods Division was started. The Central Organisation is a fairly comprehensive and big one. Sir, I have no time to dilate on the big institution there. In Assam also, we are not lagging behind entirely. In 1954 in Assam also was started an Organisation and Methods Division. My Friend, the mover of the Resolution, said that the very fact that an Organisation and Methods Division has been started in Assam goes to show that the administration is in a most wretched condition; the fact that there is an anti-corruption Department shows that the whole administration is corrupt. Now, Sir, if his argument is stretched to its logical conclusion, then I do not know where it leads us. Perhaps one day my Friend may be advocating that since there is the Penal Code and the Criminal Procedure Code and still there are offences here and there let all these be abolished.

Shri GAURISANKAR BHATTACHARYA (Gauhati): This is a distortion of what I said. What I said is this: because there is an anti-corruption department it shows that there are corruptions. I did not say that the whole thing is corrupt. It is one thing to say that there are corruptions and it is another thing to say that the whole thing is corrupt.

Shri DEBESWAR SARMAH (Minister, Finance): Let me not waste time on this. What I am speaking is subject to correction. That is what I think I heard. Let us verify this from the stenographer's report. Let us have the relevant portion of the report, Sir.

Shri GAURISANKAR BHATTACHARYYA (Gauhati): A hoary parliamentarian as he is, the Finance Minister will, I hope, accept what I have said.

Shri DEBESWAR SARMAH (Minister, Finance): Any way, Sir, that was the impression that I got. As I was saying, Sir, along with an Organisation and Methods Division here in Assam, we have a small Secretariat Training School to impart training, as best as we can, to the Secretariat employees. To start with, this Organisation and Methods Division was a small, part-time Division. But last year I believe, it has been strengthened with a whole-time Under Secretary, training school instructors and research assistants. As I said, Sir, our efforts have to be continuous, persistent and patient. Some members while discussing the matter even said that the whole bureaucracy should be scrapped. I do not know, Sir, if the whole bureaucracy is to be scrapped, what else will substitute it. We have not as yet reached that stage where no governance is necessary. We may of course reach that stage at some distant time—it may be after a millenium we will reach the stage when the society will no longer require governance by some people. Till then let us have some administrative machinery.

Shri GAURISANKAR BHATTACHARYYA : Not a bureaucratic machinery.

Shri DEBESWAR SARMAH : Sir, I was listening to all these things. Our hon. Members should have some patience and they should be courteous. The habit of interruption is there with our junior lawyers. Of course, Sir, when I was a junior lawyer I had that habit also.

Shri GAURISANKAR BHATTACHARYYA : Junior parliamentarians as we are we have that habit.

Shri DEBESWAR SARMAH : Assuming that I would also admit to a certain extent. As was reported by my hon. Friend, Shri Bhattacharyya, even in the old British bureaucratic method there was inspection. What all at once are we going to do? Can we do away with all these things over-night? The society is not such a thing that we can over-night change everything into what we want. The same is the case with the administration of the country. The administrative machinery has also not had its growth over-night. It has evolved and devolved for many years. Hence in a democratic country like ours we have to find out ways and means to

improve the administrative machinery, and we will take a little time. In what I was going to say is that in totalitarian countries bureaucracy exists with 100 per cent power and in a democratic country like ours there is about 50 per cent of bureaucracy. Let us all try to put our heads together how we can decentralise the whole administrative machinery and thus bring into closer touch with the people every Department of the Government. That is why I am thinking as to what things are to be done in Assam with this end in view.

Sir, the Organisation and Methods Division in Assam has initiated a series of inspections at the Secretariat level, at the district level and Subdivisional level. We are trying to have these inspections even at the lower levels. This kind of inspection, to a certain extent, was there in British times. But for so many reasons and want of trained personnel and shortage of trained personnel, certain system of inspections fell into disuse. Where there was no inspection, it has been introduced in various Departments under the Government, not only inspection but also questionnaires have been issued to Deputy Commissioners and Subdivisional Officers. The replies to the questionnaires have disclosed certain weakness in our administrative system, and if we want to improve the administrative system, the first and foremost thing is that we should find out our weakness, and that is what is being done by the Organisation and Methods Division now. All weak points have been studied and recommendations and instructions have been passed on to various levels in the administration so that these could be remedied.

Sir, the first series of inspections have nearly been completed throughout the State and in the total list in our administrative system various short-comings have been categorised and passed on to the various Departments so that they could remedy these defects and weaknesses. The Organisation Methods Division has also applied its mind to changes in the system which are necessary. We all who speak on the subject should know that the outlook has been changed.....

Shri KHOGENDRA NATH BARBARUA (Amguri): Sir, may I know whether all these reports mentioned by the Honorable Minister are available to the public ?

Sari GAURISANKAR BHATTACHARYYA (Gauhati): Whether they are secret reports and whether they should be laid on the table on the House ?

Shri DEBESWAR SARMAH (Minister, Finance) : Generally speaking the secret reports are not available to the public in most of the totalitarian countries. But our Government after compilation of these reports certainly place before the House.

Shri GAURISANKAR BHATTACHARYYA (Gauhati) : Whether in this democratic country, all these secret reports will be published ?

Shri DEBESWAR SARMAH : Some of the hon. Members of this House are not sure of this. As if they ask that the House is the supreme master.

Shri GAURISANKAR BHATTACHARYYA : Sir, my point is that when rule requires that when something is read out that has to be placed before the House. I mean Balvantrai Mehta's Report, Goarala Committee's Report and Appleby's Report. Sir, he read all these reports.

Shri DEBESWAR SARMAH : Sir, he can see these reports. These are through published books and he can read these reports.

Shri TARUNSEN DEKA (Nalbari-West) : Sir, I want to raise a point of order. Rule 293 of the Assam Legislative Assembly Rules says—"If a Minister quotes in the House a despatch or other State paper which has not been presented to the House, he shall lay the relevant paper on the Table."

Shri DEBESWAR SARMAH : This is not a State paper.

Shri GAURISANKAR BHATTACHARYYA : Whether the Government has accepted that report ?

Shri DEBESWAR SARMAH : This is the report. I may pass on to you, Sir. He may see it.

Shri GAURISANKAR BHATTACHARYYA : Sir, may we know whether the Government has accepted the Balvantrai Mehta Committee's report ?

Shri KHOGENDRA NATH BARBARUA (Amguri) : Sir, whether the inspection reports as mentioned by the Minister will be made available to us or not ?

Shri DEBESWAR SARMAH : Those reports have not reached us even.

Mr. DEPUTY SPEAKER : I think the hon. Member did not go through the proviso to this rule in which it is stated—“Provided further that when a Minister gives in his own words a summary or gist of such despatch or State paper it shall not be necessary to lay the relevant papers on the Table.”

Shri DEBESWAR SARMAH (Finance Minister) : Now, Sir, the last thing that was raised is, that the Organisation and Methods Division are not content with the series of inspections and compilation of our weaknesses but they have applied their minds as a result of the changes which are required and as I stated, there is a big jump from a law and order State to a welfare State and this change in the outlook of the Government and the society calls for a change in the outlook of administrative structure and procedure. These structural and procedural changes are being studied in relation to our own State with reference to the recommendations of all committees that I have briefly enumerated, namely, the Planning Commission, First and Second Report, Gorwala's Report, Appleby Report and last but not least and perhaps the maximum, the Balvantrai Mehta Committee's Report. My Friend asked whether Government accepted the Reports. Perhaps in our questioning and cross-questioning, my reply may not be quite understood, but the controversy may be set at rest when I say that our Government has accepted the Balvantrai Mehta Committee's Report in principle: the details will be examined and such of the details as can be implemented will be implemented as soon as possible and the rest of the recommendations will have to be studied at greater length and it will be seen how we can fit in these recommendations with our State.

Shri GAURISANKAR BHATTACHARYYA (Gauhati) : Will this study be made by a Committee or by the Government ?

Shri DEBESWAR SARMAH : By the Government. It will be thought about how to bring about these necessary changes. In our administrative outlook what are we doing ? We have established Committees, *viz.*, (1) Secretaries' Committee, (2) Joint Meetings of Secretaries and Heads of Departments, (3) Working groups of selected officers and (4) Conferences of Deputy Commissioners and Subdivisional Officers and very valuable recommendations have become available from these Committees because practically all the Secretaries and Heads of Departments have great administrative experience in various fields and Government are trying to act up to these recommendations with as good speed as is possible. Lastly, all the discussions and recommendations as a result of the investigations by

the Organisation and Methods Division, have been communicated to all Departments. Not only that, there has been consistent contact between the Organisation and Methods Division of the Government of Assam with the Central Organisation and Methods Division. In fact, our Assam Organisation and Methods Division is on the mailing list of the Central Organisation—we get all the recommendations and reports of their investigations and in return we intimate to the Centre what we find here, what are our plans, what are our difficulties and what are the snags which lie in the way of implementing the recommendations or suggestions.

Sir, in olden days administrative officers, both in the Secretariat administration and elsewhere had long probations. But now after 1947 new officers take charge of subdivisions and after a few years many of them go to the Districts or in some other wings of administration. Sir, when I was here in this House in 1946 I remember that the revenue of Assam was in the tune of $2\frac{1}{2}$ crores but now this has jumped to over 22 crores. The vastness of the amount by itself is important. But there is another aspect of the matter. It has been exceedingly difficult to cope with these expanding branches with the limited personnel. That is one of the reasons for the standard of efficiency not being to the expected level. Sir, with a view to obviate these difficulties some three years back a training school was started in the Secretariat to train assistants. Also in the districts there are facilities for training assistants in the Deputy Commissioners' and Subdivisional Officers' Offices under the aegis of the Commissioner of Divisions. Not being content with giving training to our A.C.S. officers, Government are trying to organise an institution for giving training to I.A.S. officers also. Although our I.A.S. officers have got training in Delhi, there are conditions prevailing in Assam about which they know nothing. So we have to make up these deficiencies and with that end in view an institution is going to be started for training I. A. S. officers. In fact, lands and buildings have been acquired at Masimpur but till now we have not found competent and suitable officers to give the required training but we are on the look-out.

Sir, pointed attention has been given to Finance—the most maligned branch of the Administration. Every department wants funds and Finance is expected to create funds with Alladin's Lamp ! But when Finance cannot provide funds, it is condemned. Then again, Sir, some of our Friends said that there is considerable delay in the administration and one of them went to the length of saying that this method of auditing

and checking should be done away with. I need not dilate on this point. I need only to repeat what our great leader Pandit Govind Ballabh Pant, the Union Home Minister, said in the conference of Finance Ministers of India. He said that no one can tamper with the financial rules with impunity. Nowhere in the civilised States is there any quarrel for financial checks and methods of audit. Everywhere in the civilised States, methods for control exist. If these are relaxed, God help that State ; it will not take long for that State to reach the state of bankruptcy.

Here in this State cognisance has been taken of the fact. We have to look into the expansive economic situation and the effective investment. For that the re-organisation of the Finance Department is essentially and urgently called for, and the Government of Assam has not been unmindful of that aspect. Three years back Branches for Control of Expenditure were established. Now not being satisfied with the promptness and speed with which the Finance Department can execute their work, another Committee consisting of the Chief Secretary, Secretary, Planning and Development ; Secretary, Finance and the Secretary, Community Projects, has been set up to go into structure and procedures in vogue in the Finance Department with a view to (1) Establish a direct working link between different Administrative Departments and the Finance Department through Expenditure Control Officers or Financial Advisers, whatever they may be called, (2) Ensure sufficient delegation of powers at different levels within the Finance Department so that, within certain limitations, Finance concurrence can be given to certain schemes as a whole and (3) to ensure that repeated references to Finance for renewal of sanctions are not necessary in the ordinary run of cases.

This committee has advanced certain recommendations. I am glad to be able to say before this House that the Council of Ministers has considered those recommendations and accepted some of those recommendations and the others are under examination. The scrutiny of Finance once applied should normally hold good subject to the corresponding Budget provision being made even in the subsequent years. Cabinet has also taken a decision in the matter of rationalisation of the departments, which will embrace the regrouping of subjects and it is hoped there will be better co-ordination among the different departments. Personal welfare of the staff has been looked into and a number of temporary incumbents were either made or are being made permanent. For example, in the Transport Department, in the Public Works Department and in the Supply Department these temporary incumbents are being taken into permanent cadre.

Now in respect of corruption, which has been mentioned here, I, with your permission, Sir, wish to read some portions from the Report of the Balvantrai Mehta Committee. I am reading from page 8, paragraph 2-10 which says—"The case of corruption is more complex. Its causes are numerous : there is the ignorance of the people which drives them through the fear of the machinery to pay its minions ; there is the dilution of responsibility through various stages of delegation of powers unassociated with local opinion, and there is the constant possibility of the emergence of privileged groups ; power tends to concentrate in a few hands and remain there. All these, however, are not phenomena new to this country or unknown in democratically governed countries. They can be eliminated only by constant and intelligent vigilance on the part of the citizens. This, in the circumstances of our country, is possible only if the electorate knows at least by name the persons in whose hands they have placed power." As regards corruption also, with your leave, I shall read some portions from the Report on Public Administration by Sri A. D. Gorwala. Of course the incident stated does not apply to this State (*laughter*). It is at page 59, which says—"It is related of a certain Collector that a member of a local Legislature appeared before him and made a request. The Collector said he would let him have an answer after two days. Two days later, he explained to the M. L. A. very politely why his request could not be accepted, and how, if it was, various other people would be detrimentally affected. The M. L. A. with equal politeness asked if he could use his telephone. Permission being given, he phoned up the Minister and said that he had made this request and had been given this answer, that he was naturally very disappointed and trusted the Minister would take necessary action. He then handed over the telephone to the Collector saying the Minister wished to speak to him. The Minister said he knew the facts of the case and desired that what the M.L.A. asked should be done. The Collector hesitated, suggested sending him the papers for consideration and attempted to argue. The Minister was adamant and ended the conversation by saying—"Well you know my views. You can do what I want or....." The Collector in this case decided to do what the Minister wanted, and passed orders accordingly. The story came out through the M. L. A. who used it to let his friends and constituents know how Collectors should be dealt with". Again, Sir, I read out a portion from page 65 of the same Report which is—"As regards Government servants, intellectual arrogance has, of course, always been the besetting sin of their highest ranks. In the circumstances of the present time, a very special duty rests upon such of them as are

inclined to be occasionally affected by it to avoid it altogether. In this sin perhaps is the origin of the habit formed by some government servants of comment in social conversation upon the abilities and idiosyncrasies of Ministers."

In this Balvantray Mehta Committee's Report the sections are like this : Section 2—Democratic Decentralisation, Section 3—Methods of Work : Programme Planning, Section 4—Co-ordination at the Centre and between the Centre and the States, Section 18—Measure for Economy, Efficiency and Speed, and so on and so forth. Time being very limited, I am only referring very briefly. Again in Appleby's report, those of us who have not studied it will do well to go through it, in Section IX he gives us two valuable recommendations. And in Section X, at page 162 he says, "India has undertaken this new dedication happily in no doctrinaire spirit. In the words of the Prime Minister, "India is pragmatic, not dogmatic". It does not believe that its problems are resolved by invoking "socialism" or "communism" or "capitalism". The kind of economy is left to work itself out through the means of democracy. The criterion by which any policy or undertaking is to be judged is what it achieves for the public welfare. The theoretical need is not for dogma but for guides to effective administration. The actual conduct of specific welfare programmes and the techniques used in them need study looking toward the formulations of guides that will speed the pragmatic efforts, towards success. Incentive systems, grant systems, loan systems, supervised credit systems, social work methods, hospital administration, health administration, agricultural extension methods, social work—all these things lend themselves to theoretical learning.

Public administration will grow in importance and significance in India. Its growth should be as much intellectual and methodological as it is physical." Now what does the operative part of the Resolution want? It wants to constitute a committee consisting of experts and Public men for this purpose. I say that whatever suggestions and recommendations have been made by the Planning Commission, in the Gorwalla Report, in the Reports of Appleby and Balvantray Mehta, are to be digested and assimilated by us in order to make the operative part of the Resolution understandable. But what is the utility of the operative part of the Resolution? Even if a Committee is brought into being, our difficulties in administration will not be solved. I submit, Sir, our Government including its officers of all categories, are all human beings. Perhaps the hon. Mover will agree with me when I say that we are neither angels nor

Devils. Mistakes may be committed here and there and they may be rectified also. Since more than one expert committee have gone into these matters, it is not considered necessary to have an exactly similar committee once again. I, therefore, submit that if the Resolution is accepted it will have only a retarding effect. Government are already taking ample measures to improve the tone of the administration, for increasing efficiency and lessening corruption. The object of the resolution will be best achieved if he would be pleased to lend his co-operation in the implementation of the various measures Government have undertaken in this respect, if he would advise others who have been indulging in destructive criticisms not to do so. Improvement in the administration cannot be achieved in the twinkling of the eye, it requires hard labour and patience. I hope the House will agree with me that in view of what the Government have already done, and are still doing this Resolution is not only unnecessary but is harmful at the present juncture.

Thank, you, Sir.

Shri GAURISANKAR BHATTACHARYA (Gauhati): On a point of clarification, Sir. May I know from the hon. Minister-in-charge whether in view of the fact that the Government have before it several reports, and also in view of the fact that the recommendations of these various committees are different—some of the reports are not only different from one another but also contrary in substance and also in contents, whether the Government has fixed its mind as to which of these various reports they are going to follow ?

Shri DEBESWAR SARMAH (Finance Minister): I am not going to impute any motive about this question, but it does not do any credit to my learned Friend's intelligence not to know that at present the Government is faced with some handicaps in the matter of implementation of the recommendations of these committees, but they are being examined and surveyed carefully with a view to see as to which of the recommendations are suitable for adoption. So Government cannot pin-point its mind at the present moment to any specific recommendation.

Shri KHOGENDRA NATH BARBARUAH (Amguri):
.....কীৰমিৰাৰুৱা...etc.

Shri DEBESWAR SARMAH: Yes, my deficiency in Sanskrit knowledge has been made good by my Friend Shri Khogen Barbaruah. The cream will be accepted by removing the rubbish.

Shri GAURISANKAR BHATTACHARYYA (Gauhati):

Who will find out the cream from the different depots ?

Shri DEBESWAR SARMAH (Finance Minister):

The Government, the popularly constituted Government, through Legislature, judiciary and executive.

Shri GAURISANKAR BHATTACHARYYA: Will that be done by the Government or by a committee of the Legislature ?

Shri DEBESWAR SARMAH: He should think over it.

Shri GAURISANKAR BHATTACHARYYA:

When the Minister has said that the Government is studying these Reports, may I know whether the executive branch of the Government will find out which Report will be accepted by the Government ?

Shri DEBESWAR SARMAH:

Sir, I have already stated that we have different committees to go into various matters. There is one committee to go into financial side. There is another committee consisting of Chief Secretary, Finance Secretary, Planning and Development Secretary and other Secretary. We have another committee consisting of Secretaries and Heads of Departments. We hold conferences of Deputy Commissioners and Subdivisional Officers. When matters are thrashed out by these committees or bodies they are then considered at the Cabinet level and after the decision of the Cabinet they are placed before the Legislature and thus the Members of the Legislature are taken into confidence.

Mr. DEPUTY SPEAKER: Do you like to withdraw your Motion ?

Shri GAURISANKAR BHATTACHARYYA: No, Sir.

Mr. DEPUTY SPEAKER:

Then the question is "This Assembly is of opinion that a Committee consisting of experts and public men be appointed to examine the present administrative machinery of Government and to suggest comprehensive measures for reorganising the structure, the rules of procedure, recruitment, training and all other connected matters of Government services, with a view to (i) making the administration more democratic and responsive to popular aspirations, (ii) decentralising the administration so as to increase the extent, scope and effectiveness of popular control at all levels, (iii) achieving greater efficiency and promptness, (iv) decreasing the incidence of corruption and wastage and (v) promoting popular enthusiasm and conscious participation in nation-building activities."

The House divided with the following result :—

Ayes—13

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|------------------------------------|-------------------------------------|
| 1. Shri Birendra Kumar Das. | 7. Shri Larsingh Khyriem. |
| 2. Shri Gaurisankar Bhattacharyya. | 8. Shri Mathias Tudu. |
| 3. Shri Ghanashyam Talukder. | 9. Shri Nilmoney Borthakur. |
| 4. Maulavi Jahan Uddin Ahmed. | 10. Kumar Prokritish Ghandra Barua. |
| 5. Rev. J. J. M. Nichols-Roy. | 11. Dr. Shrihari Das. |
| 6. Shri Khogendra Nath Barbaruah. | 12. Maulavi Tajuddin Ahmed. |
| 13. Shri Tarun Sen Deka. | |

Noes—47

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| 1. Shri Siddhi Nath Sarma. | 19. Shri Durgeswar Saikia. |
| 2. Shri Rup Nath Brahma. | 20. Shri Hakim Chandra Rabha. |
| 3. Shri Debeswar Sarmah. | 21. Shri Harinarayan Baruah. |
| 4. Shri Kamakhya Prosad Tripathi. | 22. Shri Joga Kanta Barua. |
| 5. Shri Hareswar Das. | 23. Shri Kamala Prasad Agarwalla. |
| 6. Shri Chatrasing Teron. | 24. Shri Karka Chandra Doley. |
| 7. Shri Girindra Nath Gogoi. | 25. Shri Khagendra Nath Nath. |
| 8. Mrs. Usha Barthakur. | 26. Maulavi Kobad Hussain Ahmed. |
| 9. Dr. Ghanashyam Das. | 27. Prof. (Shrimati) Komol Kumar Barua. |
| 10. Shri Mahendra Nath Hazarika. | 28. Shri Lalit Kumar Daley. |
| 11. Shri Indreswar Khound. | 29. Shri Lila Kanta Borah. |
| 12. Shri Baikuntha Nath Das. | 30. Shrimati Lily Sen Gupta. |
| 13. Shri Bhuban Chandra Pradhani. | 31. Shri Mahadev Das. |
| 14. Shri Bishnu Lal Upadhyaya. | 32. Maulavi Mahammad Idris. |
| 15. Shri Biswadev Sarma. | 33. Shri Manik Chandra Das. |
| 16. Shri Dandi Rma Dutta. | 34. Shri Molia Tati. |
| 17. Shri Debendra Nath Hazarika. | 35. Shri Narendra Nath Sarma. |
| 18. Shri Dhirsingh Deuri. | 36. Maulavi Nurul Islam. |

Noes—47—concl'd.

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| 37. Shri Omeo Kumar Das. | 42. Shri Ramnath Sarma. |
| 38. Shri Radha Charan Choudhury. | 43. Shri Sai Sai Terang. |
| 39. Shri Radha Kishan Khemka. | 44. Shri Sarat Chandra Goswami. |
| 40. Shri Radhika Ram Das. | 45. Shri Sarbeswar Bordoloi. |
| 41. Maulavi Rahimuddin Ahmed. | 46. Shri Surendra Nath Das. |
| 47. Shri Tankeswar Chetia. | |

(The Resolution was negatived.)

Adjournment

The Assembly was then adjourned till 9 a.m. on Friday, the 28th February, 1958.

SHILLONG:

The 4th October, 1958.

R. N. BARUA,
Secretary, Legislative
Assembly, Assam.

Radha Chandra
9-10-58

