

SIXTY YEARS OF LOK SABHA:  
A STUDY

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A STUDY**

**LOK SABHA SECRETARIAT  
NEW DELHI**

No. 9-PRIS (E&S)/2012

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(Hindi Edition also available)

Price : ₹ 370.00

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Published under Rule 382 of the *Rules of Procedure and Conduct of Business in Lok Sabha* (Fourteenth Edition) and printed by Jainco Art India, 13/10, W.E.A., Karol Bagh, New Delhi-110 005.

## FOREWORD

Our Parliament is a representative body embodying the hopes and aspirations of the people of India. Since its inception, it has been effectively playing its constitutionally-ordained role of social transformation through forward looking legislations in social, economic, political and administrative realms to address the changing needs of the people. This Supreme Legislative Authority has effectively discharged its duties as per clearly defined rules of procedure and with the active participation of all the Honourable members.

13 May 2012 is the Sixtieth Anniversary of the First Sitting of Lok Sabha. In these six decades, the Lok Sabha has witnessed several fascinating developments. The country has grown in population and economic strength. The size of the electorate has also increased. Today, a member of Lok Sabha, on an average, represents over 13 lakh voters as compared to 3.5 lakh in 1952. With the passage of time, Parliament has become more transparent and accountable. The publication 'Sixty Years of Lok Sabha: A Study', touching upon diverse facets of its functioning like its duration, sessions, sittings and the volume of business transacted by different Lok Sabhas, gives a fair account of the activities of our highest elected body.

I compliment the Lok Sabha Secretariat for bringing out such an interesting and informative Publication.

NEW DELHI  
April 2012

**Smt. Meira Kumar**  
*Speaker, Lok Sabha.*



## PREFACE

The Parliament of India consists of the President, the Council of States (Rajya Sabha) and the House of the People (Lok Sabha). After the conclusion of the First General Elections held during 1951-52, the First Lok Sabha was constituted on 17 April 1952 and the newly constituted Lok Sabha met, for the first time, on 13 May 1952. Since then, fourteen more General Elections have been conducted to constitute the successive fourteen Lok Sabhas. The present Lok Sabha, the fifteenth in order, was constituted on 18 May 2009.

During its eventful period of six decades, the Lok Sabha has excelled in law-making, overseeing the administration, approving budgets and national policies, while at the same time, deliberating matters of public interest and ventilating the grievances of the people and in all other areas as well by working tirelessly to bring about social and economic transformation of the country. The emergence of India as a global player today is largely due to the vital role played by our democratic institutions.

This publication, brought out on the occasion of the 60<sup>th</sup> Anniversary of the First Sitting of the Lok Sabha, is a humble effort to provide a glimpse of the work done by the Lok Sabha in its 60 years of existence. It covers all the fourteen Lok Sabhas and the first nine sessions of the Fifteenth Lok Sabha. Efforts have been made to capture the major areas of functioning of the House. Certainly, the publication is not an exhaustive one covering each and every aspect of the working of the Lok Sabha. Due care has been taken to ensure the accuracy of the data. However, at some places, there may be slight difference in data depending on their sources and the time period and footnotes have been given wherever felt necessary.

It is hoped that this publication would be found informative and useful by the members of Parliament and all others interested in the functioning of parliamentary institutions.

NEW DELHI  
April 2012

**T. K. Viswanathan**  
*Secretary-General,  
Lok Sabha.*





## CONTENTS

	PAGE No.
FOREWORD .....	(i)
PREFACE .....	(iii)
LIST OF TABLES .....	(vii)
LIST OF GRAPHS.....	(ix)
<b>CHAPTER I</b>	
Introduction.....	1
<b>CHAPTER II</b>	
A View of Lok Sabha .....	3
<b>CHAPTER III</b>	
Lok Sabha: Duration, Sessions and Sittings .....	12
Duration of the House .....	12
Sessions Held.....	13
Sittings Held and Time Taken .....	14
<b>CHAPTER IV</b>	
Various Kinds of Business and Time Spent .....	20
Questions .....	20
Legislation: Government and Private Members' Bills .....	21
Financial Business: Budgets and Related Matters .....	22
Motions .....	23
Discussions (Short Duration and Half-an-Hour).....	24
Resolutions .....	24
Debate on President's Address .....	25
Calling Attention .....	26
Adjournment Motions.....	26
Matters Raised under Rule 377.....	27
Statements .....	27
Time Lost due to Interruptions/Adjournments.....	33
	(v)

**CHAPTER V**

Business Transacted: Quantitative Dimensions.....	35
Legislation: Government and Private Members' Bills .....	35
Subject-wise Volume of Enactments .....	35
Questions .....	39
Resolutions .....	47
Papers Laid on the Table.....	47

**CHAPTER VI**

Parliamentary Committees.....	51
Committees under Lok Sabha .....	52
Committees under Rajya Sabha.....	52

**CHAPTER VII**

Motions of Confidence and No-confidence.....	57
Rules of Procedure.....	57
Motions in Different Lok Sabhas .....	57
Motions during Tenures of Different Prime Ministers .....	64
Speakers Chairing the Debate .....	65
Time Taken .....	66
Outcome .....	66

**CHAPTER VIII**

Procedural Initiatives and Innovations .....	68
Parliamentary Committees .....	68
Procedural Innovations .....	73

**CHAPTER IX**

Socio-Economic Profile of Members.....	77
Age Profile.....	77
Educational Background.....	81
Occupational Pattern.....	85
Women Members .....	88

## LIST OF TABLES

• Lok Sabha and its Speaker .....	4
• Lok Sabha and its Deputy Speaker .....	5
• Leader of the House (Lok Sabha).....	6
• Leader of the Opposition (Lok Sabha, since 1969).....	7
• Composition of the Lok Sabha after the General Elections ....	10
• Lok Sabha and its Secretary/Secretary-General.....	11
• Life Span of Each Lok Sabha and Number of Sessions Held ...	15
• Sittings Held and Time Taken.....	18
• Time Spent on Various Kinds of Business.....	28
• Time Spent on Budgets.....	31
• Time Lost due to Interruptions/Adjournments .....	33
• Bills Introduced and Passed .....	36
• Subject-wise Classification of Bills Passed and Assented to by the President.....	38
• Parliamentary Questions: Total Notices Received and Questions Admitted/Replied.....	43
• Parliamentary Questions: Starred, Unstarred and Short Notice.....	45
• Resolutions Moved, Discussed, Adopted, Negatived and Withdrawn .....	48
• Papers Laid on the Table .....	49
• Volume of Work Done by Financial Committees .....	53
• Volume of Work Done by Departmentally Related Standing Committees .....	55
• Volume of Work Done by Other Committees .....	56
• No-confidence Motions and Confidence Motions Admitted in Various Lok Sabhas.....	58
• Distribution of Members by Age Groups .....	78
• Average Age of Members.....	80
• Educational Background of Members .....	82

- Occupational Background of Members..... 86
- Representation of Women and Prior Legislative Experience of Women Members..... 90
- Distribution of Women Members by Age Groups ..... 92
- Educational Background of Women Members ..... 95
- Occupational Background of Women Members ..... 98

## LIST OF GRAPHS

• Life Span of Lok Sabha in Days .....	16
• Number of Sessions Held.....	16
• Sittings Held and Time Taken.....	19
• Average Duration of a Sitting.....	19
• Time Spent in Hours on Legislation, Budget and Questions....	30
• Total Time Taken and Time Spent on Financial Business.....	32
• Total Time Spent and Time Lost due to Interruptions/ Adjournments.....	34
• Government Bills Introduced and Passed .....	37
• Private Members' Bills Introduced and Passed .....	37
• Number of Bills Passed and Assented to on Administrative Matters .....	40
• Number of Bills Passed and Assented to on Judicial and Legal Matters .....	40
• Number of Bills Passed and Assented to on Constitutional Matters .....	41
• Number of Bills Passed and Assented to on Legislative Matters .....	41
• Number of Bills Passed and Assented to on Financial and Economic Matters.....	42
• Number of Bills Passed and Assented to on Social Matters.....	42
• Parliamentary Questions: Total Notices Received and Questions Admitted/Replied.....	44
• Resolutions Moved and Adopted .....	49
• Papers Laid on the Table .....	50
• Sittings Held and Reports Presented by Financial Committees .....	54
• Sittings Held and Reports Presented by Departmentally Related Standing Committees .....	55
• No-confidence Motions and Confidence Motions.....	63
• Distribution of Members by Age Groups .....	79

• Average Age of Members.....	81
• Educational Background of Members (In percentage).....	83
• Educational Background of Members—Fifteenth Lok Sabha .....	84
• Occupational Background of Members.....	88
• Representation of Women Members .....	91
• Women Members by Age Groups .....	94
• Educational Background of Women Members (In percentage)..	96
• Educational Background of Women Members—Fifteenth Lok Sabha .....	97
• Occupational Background of Women Members .....	100

## CHAPTER I INTRODUCTION

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Parliament of India is the highest legislative body and an embodiment of the freedom and sovereignty of the people of India. It occupies a pre-eminent and pivotal position in India's democratic polity. It is composed of the President of India and two Houses, namely, the Council of States (Rajya Sabha) and the House of the People (Lok Sabha). The President summons and prorogues the two Houses of Parliament. The power to dissolve the Lok Sabha is vested in the President. While the Rajya Sabha is a continuing body, the members of the Lok Sabha are elected for a five-year term unless the House is dissolved earlier.

The Rajya Sabha is an indirectly elected House consisting of not more than 250 members. Of these, 12 are nominated by the President for their special knowledge or practical experience in such matters as literature, science, art or social service. The remaining seats are allocated to the various States and Union territories, roughly in proportion to their population; each State is, however, represented by at least one member. The representatives of each State in Rajya Sabha are elected by the elected members of the Legislative Assembly of that State in accordance with the system of proportional representation by means of the single transferable vote. The minimum age for membership of the House is 30 years.

The Rajya Sabha is a permanent body not subject to dissolution. One-third of its members retire every second year by rotation and are replaced by newly-elected members. The term of an individual member of Rajya Sabha is six years. The Rajya Sabha at present consists of 245 members. The Vice-President is the *ex-officio* Chairman of the Rajya Sabha. The House elects one of its members to serve as the Deputy Chairman.

The Lok Sabha is a directly elected House as its members are directly elected from the territorial constituencies across the country on the basis of universal adult suffrage. The maximum strength of the Lok Sabha envisaged by the Constitution is 552 (530 members to represent the States, 20 to represent the Union territories and not more than two members of the Anglo-Indian community to be nominated by the President, if, in his opinion, the community is not adequately represented in the House). The total elective membership of the Lok Sabha is distributed among the States in such a way that the ratio between the number of seats allotted to each State and the population of the State is, so far as practicable, the

same for all States. The Lok Sabha at present consists of 545 members. Of these, 530 members are directly elected from the States and 13 from Union territories while two are nominated by the President to represent the Anglo-Indian community. The minimum age for the membership of the House is 25 years. The Speaker and the Deputy Speaker are the Presiding Officers of the Lok Sabha and the House elects them from among its members.

The term of the Lok Sabha, unless sooner dissolved, is five years from the date appointed for its first meeting. However, while a Proclamation of Emergency is in operation, this period may be extended by Parliament by law for a period not exceeding one year at a time and not extending, in any case, beyond a period of six months after the Proclamation has ceased to operate. So far, 15 Lok Sabhas have been elected. Each Lok Sabha has been identified by its serial number.

The Lok Sabha has supremacy in financial matters. It is also the House to which the Council of Ministers, drawn from both Houses of Parliament, is collectively responsible. On the other hand, the Rajya Sabha has a special role in enabling Parliament to legislate on a State subject, if it is necessary in the national interest. It has a similar power with regard to the creation of an All-India Service, common to the Union and the States. In other respects, the Constitution proceeds on the theory of equality of status of the two Houses.

Disagreement between the two Houses on a Bill is resolved by both the Houses meeting in a joint sitting where questions are decided by a majority vote. However, this provision of joint sitting does not apply to Money Bills and Constitution Amendment Bills. So far, there have been three joint sittings of the Lok Sabha and the Rajya Sabha, one each on the Dowry Prohibition Bill, 1959 (6 and 9 May 1961); the Banking Service Commission (Repeal) Bill, 1977 (16 May 1978) and the Prevention of Terrorism Bill, 2002 (26 March 2002).

In all these years, while the people of India have time and again reposed their trust in Parliament through elections, the Parliament has also endeavoured to further social and economic development through appropriate legislations.



## CHAPTER II

### A VIEW OF LOK SABHA

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The Constitution of India provides that ‘there shall be a Parliament for the Union which shall consist of the President and two Houses to be known respectively as the Council of States and the House of the People’. The General Elections to constitute the First Lok Sabha were held from 25 October 1951 to 21 February 1952. The total number of electorate was 17,32,12,343. As many as 14 National Parties and 39 State Parties, besides a large number of Independent candidates participated in the elections. There were both single-member and multi-member constituencies prior to 1962. These multi-member constituencies used to elect more than one member. In 1951-52, elections were held for 489 seats in 401 parliamentary constituencies, representing 26 Indian States. There were 314 one-seat, 86 two-seat and one three-seat constituencies. Apart from the two nominated Anglo-Indian members, eight more persons were nominated by the President. Of these, one each came from the Part B Tribal Areas of Assam and the Andaman and Nicobar Islands and six from the State of Jammu and Kashmir. The First Lok Sabha had representation of 22 political parties. The single largest party had 364 members in a House of 489. The combined strength of all National Parties in the First Lok Sabha was 418 members. The State Parties were able to get 34 seats while the number of Independent members was 37.

The First Lok Sabha was constituted on 17 April 1952 and the House, for the first time, met at 10.45 A.M. on 13 May 1952. As the offices of Speaker and Deputy Speaker of the House of the People were vacant, the President of India, on 17 April 1952, in exercise of the powers conferred upon him by clause (1) of article 95 of the Constitution, appointed Shri Ganesh Vasudeo Mavalankar, a member of the Lok Sabha, to perform the duties of the Speaker until the first sitting of the House. Before the beginning of the proceedings, the members of the Lok Sabha stood in silence for two minutes to mark the solemn occasion. On 11 May 1952, the President of India appointed Shri G.V. Mavalankar and Shri M. Ananthasayanam Ayyangar to be persons before either of whom members of the House of the People might make and subscribe oath or affirmation in accordance with the provisions of article 99 of the Constitution of India.

Shri Mavalankar vacated the Chair on 15 May to file nomination for the post of Speaker of Lok Sabha. The President of India thereafter appointed Shri B. Das, a member, to perform the duties of the Speaker at the sitting

of the House of the People on the 15 May 1952 till the election of the Speaker by the said House on that day. In the election held for the office of the Speaker, the motion proposing the name of Shri Mavalankar was carried by 394 to 55 votes. There were three motions proposing the name of Shri Mavalankar and two proposing the name of Shri Shankar Shantaram More (Lok Sabha Speakers and their tenures at *Table 1*). Shri M. Ananthasayanam Ayyangar was unanimously elected as the Deputy Speaker of Lok Sabha on 30 May 1952 (Lok Sabha Deputy Speakers and their tenures at *Table 2*).

**TABLE 1 : LOK SABHA AND ITS SPEAKER  
(FIRST TO FIFTEENTH LOK SABHA)**

Lok Sabha	Date of First Sitting after Constitution	Date of Dissolution	Speaker	Tenure	
				From	To
First	13.5.1952	4.4.1957	Shri Ganesh Vasudev Mavalankar	15.5.1952	27.2.1956
			Shri M. Ananthasayanam Ayyangar	8.3.1956	10.5.1957
Second	10.5.1957	31.3.1962	Shri M. Ananthasayanam Ayyangar	11.5.1957	16.4.1962
Third	16.4.1962	3.3.1967	Sardar Hukam Singh	17.4.1962	16.3.1967
Fourth	16.3.1967	27.12.1970	Dr. Neelam Sanjiva Reddy	17.3.1967	19.7.1969
			Dr. Gurdial Singh Dhillon	8.8.1969	19.3.1971
Fifth	19.3.1971	18.1.1977	Dr. Gurdial Singh Dhillon	22.3.1971	1.12.1975
			Shri Bali Ram Bhagat	5.1.1976	25.3.1977
Sixth	25.3.1977	22.8.1979	Dr. Neelam Sanjiva Reddy	26.3.1977	13.7.1977
			Shri K.S. Hegde	21.7.1977	21.1.1980
Seventh	21.1.1980	31.12.1984	Dr. Bal Ram Jakhar	22.1.1980	15.1.1985
Eighth	15.1.1985	27.11.1989	Dr. Bal Ram Jakhar	16.1.1985	18.12.1989
Ninth	18.12.1989	13.3.1991	Shri Rabi Ray	19.12.1989	9.7.1991
Tenth	9.7.1991	10.5.1996	Shri Shivraj V. Patil	10.7.1991	22.5.1996
Eleventh	22.5.1996	4.12.1997	Shri P.A. Sangma	23.5.1996	23.3.1998
Twelfth	23.3.1998	26.4.1999	Shri G.M.C. Balayogi	24.3.1998	20.10.1999
Thirteenth	20.10.1999	6.2.2004	Shri G.M.C. Balayogi	22.10.1999	3.3.2002
			Shri P.M. Sayeed	3.3.2002	10.5.2002
			Shri Manohar Joshi	10.5.2002	2.6.2004
Fourteenth	2.6.2004	18.5.2009	Shri Somnath Chatterjee	4.6.2004	31.5.2009
Fifteenth	1.6.2009	Till date	Smt. Meira Kumar	3.6.2009	Till date

**TABLE 2 : LOK SABHA AND ITS DEPUTY SPEAKER  
(FIRST TO FIFTEENTH LOK SABHA)**

Lok Sabha	Deputy Speaker	Tenure	
		From	To
First (1952-57)	Shri M. Ananthasayanam Ayyangar	30.5.1952	7.3.1956
	Sardar Hukam Singh	20.3.1956	4.4.1957
Second (1957-62)	Sardar Hukam Singh	17.5.1957	31.3.1962
Third (1962-67)	Shri S.V. Krishnamoorthy Rao	23.4.1962	3.3.1967
Fourth (1967-70)	Shri R.K. Khadilkar	28.3.1967	1.11.1969
	Shri G.G. Swell	9.12.1969	27.12.1970
Fifth (1971-77)	Shri G.G. Swell	27.3.1971	18.1.1977
Sixth (1977-79)	Shri Godey Murahari	1.4.1977	22.8.1979
Seventh (1980-84)	Shri G. Lakshmanan	1.2.1980	31.12.1984
Eighth (1985-89)	Shri M. Thambi Durai	22.1.1985	27.11.1989
Ninth (1989-91)	Shri Shivraj V. Patil	19.3.1990	13.3.1991
Tenth (1991-96)	Shri S. Mallikarjunaiah	13.8.1991	10.5.1996
Eleventh (1996-97)	Shri Suraj Bhan	12.7.1996	4.12.1997
Twelfth (1998-99)	Shri P.M. Sayeed	17.12.1998	26.4.1999
Thirteenth (1999-04)	Shri P.M. Sayeed	27.10.1999	6.2.2004
Fourteenth (2004-09)	Shri Charnjit Singh Atwal	9.6.2004	18.5.2009
Fifteenth (2009- )	Shri Kariya Munda	8.6.2009	Till date

Each House of Parliament has a Leader. The Prime Minister, if he is a member of the Lok Sabha, functions as the Leader of the House in the Lok Sabha. In case the Prime Minister is not a member of the Lok Sabha, he nominates a Minister who is a member of the Lok Sabha to function as the Leader of the House (Leaders of the Lok Sabha at *Table 3*). Each House also has a Leader of the Opposition. The Salary and Allowances of Leaders of Opposition in Parliament Act, 1977, defines 'Leader of the Opposition' as that member of the Rajya Sabha or the Lok Sabha who, for the time being, is the Leader in that House of the Party in opposition to the Government having the greatest numerical strength and recognized, as

such, by the Chairman of the Rajya Sabha or the Speaker of the Lok Sabha. Before the 1977 General Elections to the Lok Sabha, there had been no official Opposition in Parliament except for a brief period of one year from December 1969 to December 1970. That was the first time since

**TABLE 3 : LEADER OF THE HOUSE (LOK SABHA)  
(FIRST TO FIFTEENTH LOK SABHA)**

Lok Sabha	Leader of the House	Tenure	
		From	To
First (1952-57)	Pandit Jawaharlal Nehru	13.5.1952	4.4.1957
Second (1957-62)	Pandit Jawaharlal Nehru	5.4.1957	31.3.1962
Third (1962-67)	Pandit Jawaharlal Nehru	2.4.1962	27.5.1964
	Shri Gulzari Lal Nanda	27.5.1964	9.6.1964
	Shri Lal Bahadur Shastri	9.6.1964	11.1.1966
	Shri Gulzari Lal Nanda	11.1.1966	24.1.1966
	Shri Satya Narayan Sinha	14.2.1966	3.3.1967
Fourth (1967-70)	Smt. Indira Gandhi	4.3.1967	27.12.1970
Fifth (1971-77)	Smt. Indira Gandhi	15.3.1971	18.1.1977
Sixth (1977-79)	Shri Morarji Desai	23.3.1977	28.7.1979
	Choudhary Charan Singh	28.7.1979	22.8.1979
Seventh (1980-84)	Smt. Indira Gandhi	10.1.1980	31.10.1984
	Shri Rajiv Gandhi	31.10.1984	31.12.1984
Eighth (1985-89)	Shri Rajiv Gandhi	31.12.1984	27.11.1989
Ninth (1989-91)	Shri Vishwanath Pratap Singh	2.12.1989	10.11.1990
	Shri Chandra Shekhar	10.11.1990	13.3.1991
Tenth (1991-96)	Shri Arjun Singh	10.7.1991	20.11.1991
	Shri P.V. Narasimha Rao	20.11.1991	10.5.1996
Eleventh (1996-97)	Shri Atal Bihari Vajpayee	16.5.1996	1.6.1996
	Shri Ram Vilas Paswan	11.6.1996	4.12.1997
Twelfth (1998-99)	Shri Atal Bihari Vajpayee	19.3.1998	26.4.1999
Thirteenth (1999-04)	Shri Atal Bihari Vajpayee	13.10.1999	6.2.2004
Fourteenth (2004-09)	Shri Pranab Mukherjee	25.5.2004	18.5.2009
Fifteenth (2009- )	Shri Pranab Mukherjee	26.5.2009	Till date

Independence when the Lok Sabha had a recognised Opposition party and a Leader of the Opposition. It was in 1977 that the Opposition attained a critical numerical strength in the Lok Sabha and the Salary and Allowances of Leaders of Opposition in Parliament Act, 1977, was passed in order to enable the Leaders of the Opposition in Parliament to discharge their functions effectively (Leaders of the Opposition in Lok Sabha at *Table 4*).

**TABLE 4 : LEADER OF THE OPPOSITION (LOK SABHA)  
(FIRST TO FIFTEENTH LOK SABHA)  
(Since 1969)**

Lok Sabha	Leader of the Opposition	Tenure	
		From	To
First (1952-57)	—	—	—
Second (1957-62)	—	—	—
Third (1962-67)	—	—	—
Fourth (1967-70)	Dr. Ram Subhag Singh	17.12.1969	27.12.1970
Fifth (1971-77)	—	—	—
Sixth (1977-79)	Shri Y.B. Chavan	23.3.1977	12.4.1978
	Shri C.M. Stephen	12.4.1978	10.7.1979
	Shri Y.B. Chavan	10.7.1979	28.7.1979
	Shri Jagjivan Ram	28.7.1979	22.8.1979
Seventh (1980-84)	—	—	—
Eighth (1985-89)	—	—	—
Ninth (1989-91)	Shri Rajiv Gandhi	18.12.1989	24.12.1990
	Shri L.K. Advani	24.12.1990	13.3.1991
Tenth (1991-96)	Shri L.K. Advani	21.6.1991	25.7.1993
	Shri Atal Bihari Vajpayee	26.7.1993	10.5.1996
Eleventh (1996-97)	Shri P.V. Narasimha Rao	16.5.1996	1.6.1996
	Shri Atal Bihari Vajpayee	1.6.1996	4.12.1997
Twelfth (1998-99)	Shri Sharad Pawar	19.3.1998	26.4.1999
Thirteenth (1999-04)	Smt. Sonia Gandhi	13.10.1999	6.2.2004
Fourteenth (2004-09)	Shri L.K. Advani	22.5.2004	18.5.2009
Fifteenth (2009- )	Shri L.K. Advani	22.5.2009	21.12.2009
	Smt. Sushma Swaraj	21.12.2009	Till date

The Lok Sabha completes 60 years of its First Sitting on 13 May 2012. In all these years, there have been 15 General Elections to constitute the House of the People. People of the country have time and again affirmed their faith and trust in the democratic system by actively participating in the electoral process. While the population of the country increased from 361 million in 1951 to 1210 million (provisional) in 2011, the size of the electorate has also increased from 173 million to 716 million at the time of 2009 General Elections. The successful organizing of fifteen General Elections in a free and fair manner is not only a tribute to the vision of the Founders of our Constitution but also a testimony of people's trust in the efficacy of democratically-elected bodies. Not surprisingly, the poll percentage has increased from 44.87 in 1951-52 General Elections to 58.19 in 2009 General Elections.

As compared to 14 National Parties and 39 other State Parties in the first General Elections, 7 National Parties, 34 State Parties and 322 Registered (Unrecognized) Parties participated in the 2009 General Elections. The strength of the Lok Sabha also changed from time to time to reflect the population increase. Under article 82 of the Constitution, Parliament enacts a Delimitation Act constituting a Delimitation Commission to demarcate the boundaries of the Parliamentary Constituencies as per provisions of the Delimitation Act. While the total number of elected Lok Sabha seats in 1951 was 489, it is 543 now, excluding the two nominated members. The present delimitation of constituencies has been done on the basis of 2001 census figures under the provisions of Delimitation Commission Act, 2002. The present constituencies, carved out on the basis of 2001 census shall continue to be in operation till the first census after 2026. Delimitation Commissions have been constituted four times, in 1952 under the Delimitation Commission Act, 1952; in 1963 under the Delimitation Commission Act, 1962; in 1973 under the Delimitation Commission Act, 1972, and in 2002 under the Delimitation Commission Act, 2002.

As per the order issued by the Delimitation Commission in 2008, out of 543 parliamentary constituencies, 412 are general, 84 seats are reserved for the Scheduled Castes and 47 seats for the Scheduled Tribes. Earlier, it was 423 for general, 79 for the Scheduled Castes and 41 for the Scheduled Tribes, respectively. In the First Lok Sabha, out of the 489 total seats, 391 were general, 72 Scheduled Caste seats and 26 Scheduled Tribe seats.

One party enjoyed absolute majority in the House till the Eighth Lok Sabha and since then no single party has been able to get absolute majority, resulting in minority or coalition governments at the centre. On the other hand, the strength of regional parties in terms of seats won has increased and so has the number of parties in the Lok Sabha. Till the Eighth Lok Sabha, the number of political parties in the House remained below 20, which increased to 39 in the Twelfth Lok Sabha,

38 in the Thirteenth and the Fourteenth Lok Sabha and 37 in the Fifteenth Lok Sabha as on the date of its constitution. At present, the Lok Sabha has representation of 38 political parties. The strength of State Parties, which was below 66 till the Tenth Lok Sabha increased to 129 in the Eleventh Lok Sabha, 101 in the Twelfth Lok Sabha, 158 in the Thirteenth Lok Sabha, 159 in the Fourteenth Lok Sabha and 146 in the Fifteenth Lok Sabha. The combined strength of National Parties, which had been above 400 seats till the Eleventh Lok Sabha, has gone down to 387, 369, 364 and 376 in the Twelfth, Thirteenth, Fourteenth and Fifteenth Lok Sabha, respectively (*Table 5*). Happily, the number of women members has increased from 21 in the First General Elections to 58 in the Fifteenth General Elections. As of April 2012, there are 60 women members in the Lok Sabha including one nominated member. In these six decades of its existence, the Parliament of India has enacted a large number of legislations, acting as a vehicle of social, economic and political change. Responding to the unfolding challenges and demands of the changing times and in the quest of establishing a just and inclusive society, the Constitution of India has been amended 97 times. The Lok Sabha itself has undergone a metamorphosis in terms of the representation of political parties.

Learning from the experiences and best practices followed in other Parliaments and the requirements of changing times, the Lok Sabha itself has made several procedural innovations and conventions. The presence of a strong Opposition in the Lok Sabha, the of late practice of unanimous election of the Speaker of Lok Sabha and the posts of Deputy Speaker and Chairperson of the Public Accounts Committee going to the Opposition are healthy developments in the process of practicing democracy.

The creation of Departmentally Related Standing Committees has enabled Parliament to ensure the accountability of the Executive in an effective manner while the Lok Sabha TV Channel has brought Parliament nearer to the people, the ultimate masters in a parliamentary democracy. Today, the number of electorate has significantly increased than in 1952 and so also their aspirations. Thus, every elected member of the Lok Sabha has a larger constituency, better informed and educated electorate to attend to. There is now an increased and vocal demand for transparency and accountability in the functioning of the representative bodies and their members. The role of the Media has also assumed added significance due to their reach and the live telecasting of the proceedings of the Lok Sabha. In such a scenario, the Lok Sabha and its members are working hard to meet the rising aspirations of the people. The creation of the system of Departmentally Related Standing Committees is a part of the efforts being made to increase the effectiveness of Parliament. Whenever felt necessary, the Lok Sabha has also taken appropriate action against its own members for misconduct. The creation of the Ethics Committee is also a move in

TABLE 5 : COMPOSITION OF THE LOK SABHA AFTER THE GENERAL ELECTIONS

Lok Sabha	Election Year	Total Seats	Elections/Result Declared	No. of National Parties	Seats of National Parties	Seats of Single Largest Party	Seats of Recognized/State Parties	Seats of Registered (Unrecognized) Parties	Seats Won by Independent Candidates	No. of Elected Women Members	Parties Represented in Lok Sabha
First	1951-52	489	489	14	418	364	34	-	37	21	22
Second	1957	494	494	4	421	371	31	-	42	22	12
Third	1962	494	494	6	440	361	28	6	20	31	20
Fourth	1967	520	520	7	440	283	43	2	35	29	20
Fifth	1971	518	518	8	451	352	40	13	14	20	24
Sixth	1977	542	542	5	481	295	49	3	9	19	18
Seventh	1980	542	529	6	485	353	34	1	9	28	17
Eighth	1984	543	541 *	7	462	414	66	-	13	43	19
Ninth	1989	543	529 **	8	471	197	27	19	12	29	24
Tenth	1991	543	534 €	9	478	244	51	4	1	39	24
Eleventh	1996	543	543	8	403	161	129	2	9	40	28
Twelfth	1998	543	543	7	387	182	101	49	6	43	39
Thirteenth	1999	543	543	7	369	182	158	10	6	49	38
Fourteenth	2004	543	543	6	364	145	159	15	5	45	38
Fifteenth	2009	543	543	7	376	206	146	12	9	58	37

\* Elections were conducted for 541 seats, 514 in 1984 and 27 in 1985; Election not held for one seat.

\*\* Excluding 14 seats from Assam.

€ Elections completed in 521 constituencies in 1991 General Elections, elections for 13 seats in Punjab held in 1992; elections not held in six seats of Jammu & Kashmir; Elections not completed in three constituencies.



the direction of bringing probity in public life. The officers and staff of the Lok Sabha Secretariat, under the leadership of the Hon'ble Speaker, Lok Sabha and the Secretary-General have been working hard to provide the best possible service to the members so that the people's representatives are able to discharge their responsibility effectively (Secretary and Secretary-General of Lok Sabha at *Table 6*).

**TABLE 6 : LOK SABHA AND ITS SECRETARY/SECRETARY-GENERAL (FIRST TO FIFTEENTH LOK SABHA)**

Lok Sabha	Secretary/Secretary-General	Tenure
First (1952-57)	Shri M.N. Kaul	During the full term of the Lok Sabha
Second (1957-62)	Shri M.N. Kaul	During the full term of the Lok Sabha
Third (1962-67)	Shri M.N. Kaul Shri S.L. Shakdher	Upto 1.9.1964 From 1.9.1964
Fourth (1967-70)	Shri S.L. Shakdher	During the full term of the Lok Sabha
Fifth (1971-77)	Shri S.L. Shakdher	During the full term of the Lok Sabha
Sixth (1977-79)	Shri S.L. Shakdher Shri Avtar Singh Rikhy	Upto 18.6.1977 From 18.6.1977
Seventh (1980-84)	Shri Avtar Singh Rikhy Dr. Subhash C. Kashyap	Upto 31.12.1983 From 31.12.1983
Eighth (1985-89)	Dr. Subhash C. Kashyap	During the full term of the Lok Sabha
Ninth (1989-91)	Dr. Subhash C. Kashyap Shri K.C. Rastogi	Up to 20.8.1990 From 10.9.1990
Tenth (1991-96)	Shri K.C. Rastogi Shri C.K. Jain Dr. R.C. Bhardwaj Shri S.N. Mishra	Upto 31.12.1991 From 1.1.1992 to 31.5.1994 From 1.6.1994 to 31.12.1995 From 1.1.1996
Eleventh (1996-97)	Shri S.N. Mishra Shri S. Gopalan	Upto 15.7.1996 From 15.7.1996
Twelfth (1998-99)	Shri S. Gopalan Shri G.C. Malhotra	During the full term of the Lok Sabha and thereafter upto 14.7.1999 From 14.7.1999
Thirteenth (1999-04)	Shri G.C. Malhotra	During the full term of the Lok Sabha
Fourteenth (2004-09)	Shri G.C. Malhotra Shri P.D.T. Achary	Upto 31.7.2005 From 1.8.2005 during the full term of the Lok Sabha
Fifteenth (2009- )	Shri P.D.T. Achary Shri T. K. Viswanathan	Upto 30.9.2010 From 1.10.2010 till date

## CHAPTER III

### LOK SABHA : DURATION, SESSIONS AND SITTINGS

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#### Duration of the House

The life of the Lok Sabha spans from the date appointed for its first meeting to the date of dissolution either by an order made by the President under article 85 (2) (b) of the Constitution or on the expiration of its term of five years.

After the coming into force of the Constitution of India on 26 January 1950 and following the First General Election held under the Constitution from 25 October 1951 to 21 February 1952, the First Lok Sabha was constituted on 17 April 1952. The First Lok Sabha met for the first time on 13 May 1952 and was dissolved by the President on 4 April 1957 after having been in existence for a period of four years, 10 months and 22 days. The Second Lok Sabha, which held its first sitting on 10 May 1957, was dissolved on 31 March 1962 after having been in existence for a period of four years, 10 months and 21 days. The Third Lok Sabha held its first sitting on 16 April 1962 and was dissolved on 3 March 1967 after having been in existence for a period of four years, 10 months and 15 days. The Fourth Lok Sabha met for the first time on 16 March 1967 and was dissolved on 27 December 1970 after having been in existence for a period of three years, nine months and 11 days.

The first sitting of the Fifth Lok Sabha was held on 19 March 1971. The term of the Fifth Lok Sabha was to expire on 18 March 1976. However, having regard to the Proclamation of Emergency issued on 25 June 1975, the term of this Lok Sabha was extended by a period of one year, *i.e.*, up to 18 March 1977, by the House of the People (Extension of Duration) Act, 1976. It was again extended for a further period of one year, *i.e.*, up to 18 March 1978, by the House of the People (Extension of Duration) Amendment Act, 1976. However, the House was dissolved on 18 January 1977, after having been in existence for a period of five years, 10 months and one day.

The Sixth Lok Sabha met for the first time on 25 March 1977. The normal term of the Lok Sabha was restored to five years by Parliament by the Constitution (Forty-fourth Amendment) Act, 1978. The House was, however, dissolved on 22 August 1979 after having been in existence for a period of two years, four months and 29 days.

The Seventh Lok Sabha held its first sitting on 21 January 1980. It was dissolved on 31 December 1984, after having been in existence for a period of four years, 11 months and 11 days.

The Eighth Lok Sabha held its first sitting on 15 January 1985. The term of this Lok Sabha was to expire on 14 January 1990. It was, however, dissolved on 27 November 1989, after having been in existence for a period of four years, 10 months and 13 days.

The Ninth Lok Sabha met for the first time on 18 December 1989. After having been in existence for a period of one year, two months and 27 days, the House was dissolved on 13 March 1991.

The Tenth Lok Sabha met for the first time on 9 July 1991. It was dissolved on 10 May 1996, after having been in existence for a period of four years, 10 months and three days.

The Eleventh Lok Sabha held its first sitting on 22 May 1996. It was dissolved on 4 December 1997, after having been in existence for a period of one year, six months and 14 days.

The first sitting of the Twelfth Lok Sabha was held on 23 March 1998. The House was, however, dissolved on 26 April 1999, after having been in existence for a period of one year, one month and four days. This Lok Sabha was the shortest of all the Lok Sabhas constituted so far. The longest tenure on record is that of the Fifth Lok Sabha with a total of five years, ten months and one day.

The Thirteenth Lok Sabha held its first sitting on 20 October 1999 and its term was to expire on 19 October 2004. It was dissolved on 6 February 2004, after having been in existence for four years, three months and 19 days.

The Fourteenth Lok Sabha, which had its first sitting on 2 June 2004, was dissolved on 18 May 2009 and had lasted for four years, 11 months and 14 days. The Fifteenth Lok Sabha had its first sitting on 1 June 2009 and, till the end of its Ninth Session, had completed 208 sittings, running into 881 hours and three minutes, averaging about four hours and 24 minutes per sitting.

### Sessions Held

Normally, three sessions of Lok Sabha are held in a year, namely, the Budget Session, the Monsoon Session and the Winter Session. The Budget Session is the most important and the longest of the three sessions, usually commencing sometime in the third week of February and ending by the middle of May. The Monsoon Session normally begins sometime in

the middle of July and lasts till the third week of August. The Winter Session commences in the middle of November and ends sometime in the last week of December.

The power to summon the Lok Sabha is vested in the President. He exercises this power on the recommendation of the Prime Minister or the Cabinet.

Termination of a session of the Lok Sabha by an order made by the President under article 85(2) is called 'prorogation'. The President, in exercising the power to prorogue the House, acts on the advice of the Prime Minister. Prorogation of the House may take place any time, even while the House is sitting. Usually, however, prorogation follows the adjournment of the sitting of the House *sine die*.

The number of sessions held by each House varies from Lok Sabha to Lok Sabha because of the variations in their life spans. While the Fifth Lok Sabha remained in existence for a maximum of 2132 days and held a maximum of 18 sessions, the life span of the Twelfth Lok Sabha was the shortest, *i.e.*, 399 days during which only four sessions, the minimum so far, were held.

Next to the Fifth Lok Sabha, which held 18 sessions during its tenure, the Second, the Third and the Tenth Lok Sabha held 16 sessions each; the Seventh and the Fourteenth 15 each; the First, Eighth and the Thirteenth 14 each; the Fourth 12; the Fifteenth nine (till 5 January 2012); the Sixth nine; the Ninth seven; the Eleventh six and the Twelfth only four.

The life span (in days) of each of the fifteen Lok Sabhas and the number of sessions held by each of them are given in *Table 7* followed by *Graphs 1* and *2*.

### Sittings Held and Time Taken

A sitting of the House is duly constituted when it is presided over by the Speaker or any other member competent to preside over a sitting of the House under the Constitution or the Rules of Procedure.

The Lok Sabha sits on such days as the Speaker, having regard to the state of business to be transacted by the House, may direct from time to time. Sittings of the House, unless the Speaker otherwise directs, ordinarily commence at 11.00 A.M. hours and the normal hours of sittings are from 11.00 A.M. to 1.00 P.M. and from 2.00 P.M. to 6.00 P.M. with the lunch-break. The House may also sit late, sometimes even as late as past midnight or early hours of the next morning, all depending on the volume and importance of the business before the House.

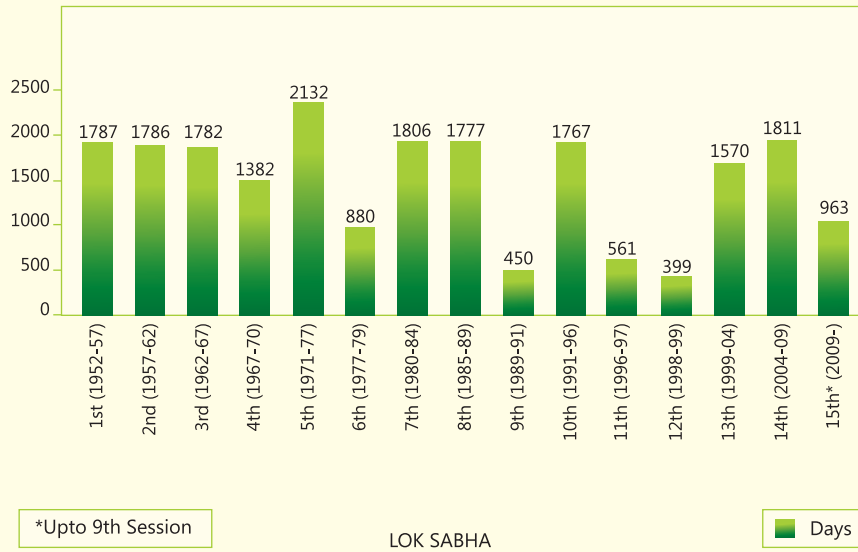
**TABLE 7 : LIFE SPAN OF EACH LOK SABHA AND  
NUMBER OF SESSIONS HELD  
(FIRST TO FIFTEENTH LOK SABHA)**

Lok Sabha	Life Span (In Days)	Number of Sessions Held
First (1952-57)	1787	14
Second (1957-62)	1786	16
Third (1962-67)	1782	16
Fourth (1967-70)	1382	12
Fifth (1971-77)	2132	18
Sixth (1977-79)	880	9
Seventh (1980-84)	1806	15
Eighth (1985-89)	1777	14
Ninth (1989-91)	450	7
Tenth (1991-96)	1767	16
Eleventh (1996-97)	561	6
Twelfth (1998-99)	399	4
Thirteenth (1999-04)	1570	14
Fourteenth (2004-09)	1811	15
Fifteenth* (2009- )	963	9

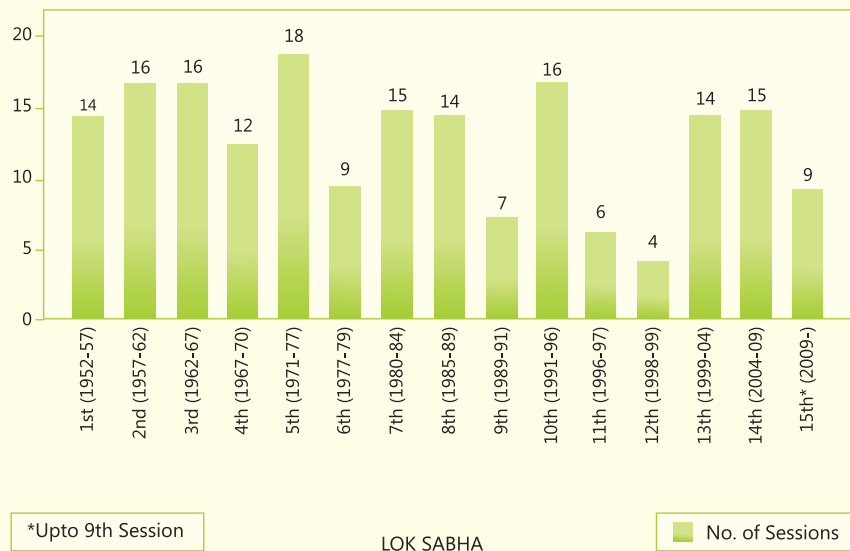
\*As on the date of the prorogation of the Ninth Session on 5 January 2012.

Fourteen Lok Sabhas have so far been dissolved and presently the Fifteenth Lok Sabha is in existence. The Lok Sabhas dissolved so far had different life spans and, therefore, the number of sittings held and time taken by each of them varied.

**GRAPH 1 : LIFE SPAN OF LOK SABHA IN DAYS  
(FIRST TO FIFTEENTH LOK SABHA)**



**GRAPH 2 : NUMBER OF SESSIONS HELD  
(FIRST TO FIFTEENTH LOK SABHA)**



During its term, the First Lok Sabha devoted 3,784 hours to various kinds of business in 677 sittings during 14 sessions. In comparison, the Second Lok Sabha devoted 3,651 hours in 567 sittings held during 16 sessions; the Third, 3,733 hours in 578 sittings held during 16 sessions; the Fourth, 3,029 hours in 467 sittings held during 12 sessions; the Fifth, 4,071 hours in 613 sittings held during 18 sessions; the Sixth, 1,753 hours in 267 sittings held during 9 sessions; the Seventh, 3,324 hours in 464 sittings held during 15 sessions; the Eighth, 3,224 hours in 485 sittings held during 14 sessions; the Ninth, 754 hours in 109 sittings held during 7 sessions; the Tenth, 2,528 hours in 423 sittings held during 16 sessions; the Eleventh, 813 hours in 125 sittings held during 6 sessions; the Twelfth, 575 hours in 88 sittings held during 4 sessions; the Thirteenth, 1,945 hours in 356 sittings in 14 sessions; the Fourteenth, 1,737 hours in 332 sittings in 15 sessions and 883 hours in 208 sittings in the first nine sessions of the Fifteenth Lok Sabha.

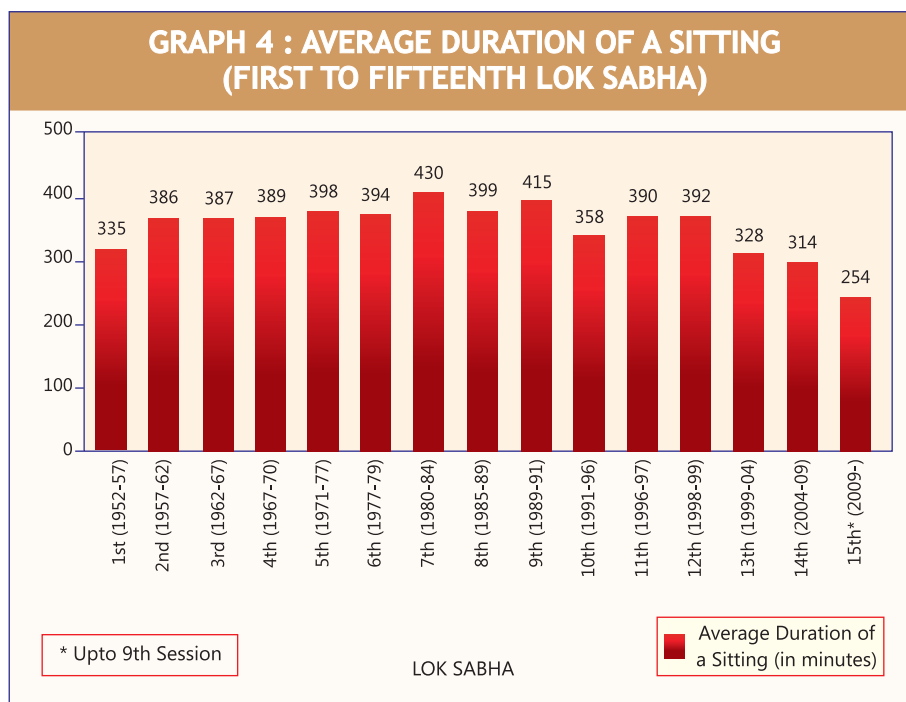
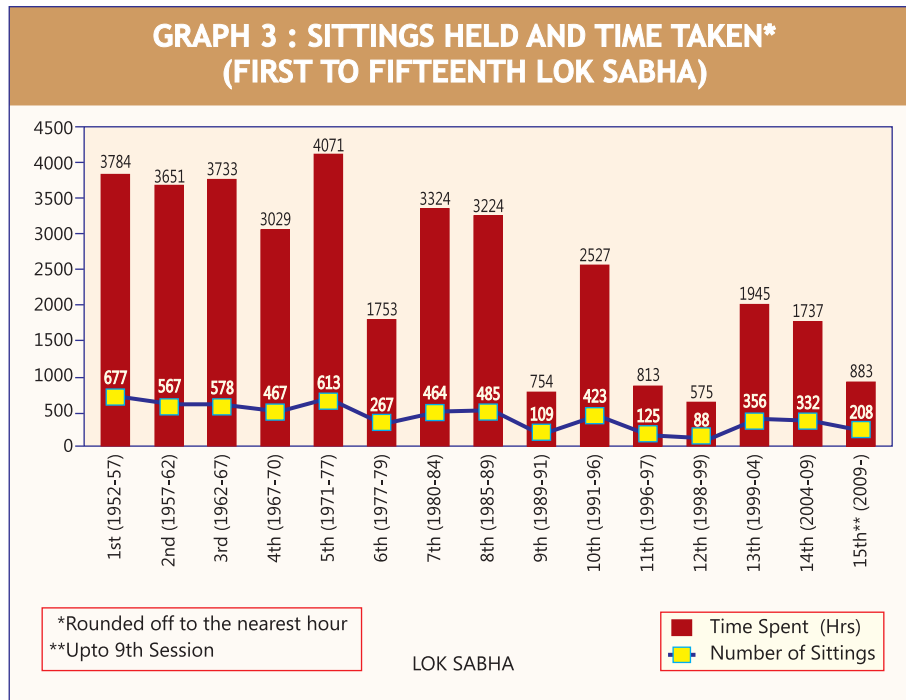
There have also been variations in so far as the average duration of a sitting of each of these Lok Sabhas is concerned. The average duration of a sitting during the First Lok Sabha was 5 hours and 35 minutes as compared to 6 hours and 26 minutes during the Second Lok Sabha, 6 hours and 27 minutes during the Third Lok Sabha, 6 hours 29 minutes during the Fourth Lok Sabha, 6 hours and 38 minutes during the Fifth, 6 hours and 34 minutes during the Sixth, 7 hours and 10 minutes during the Seventh, 6 hours and 39 minutes during the Eighth, 6 hours and 55 minutes during the Ninth, 5 hours and 58 minutes during the Tenth, 6 hours and 30 minutes during the Eleventh, 6 hours and 32 minutes during the Twelfth Lok Sabha, 5 hours and 28 minutes during the Thirteenth, 5 hours and 14 minutes during the Fourteenth and 4 hours and 14 minutes during the first 9 sessions of the present Fifteenth Lok Sabha.

Details of the number of sittings held, time taken and average duration of a sitting during each of the fifteen Lok Sabhas are given in *Table 8* followed by *Graphs 3* and *4*.

TABLE 8 : SITTINGS HELD AND TIME TAKEN (FIRST TO FIFTEENTH LOK SABHA)				
Lok Sabha	No. of Sittings (In Days)	Time Taken in Hrs.#	Average per day (In Hrs. & Mts.)	Average per day (In Mts.)
First (1952-57)	677	3784	5.35	335
Second (1957-62)	567	3651	6.26	386
Third (1962-67)	578	3733	6.27	387
Fourth (1967-70)	467	3029	6.29	389
Fifth* (1971-77)	613	4071	6.38	398
Sixth (1977-79)	267	1753	6.34	394
Seventh (1980-84)	464	3324	7.10	430
Eighth (1985-89)	485	3224	6.39	399
Ninth (1989-91)	109	754	6.55	415
Tenth (1991-96)	423	2527	5.58	358
Eleventh (1996-97)	125	813	6.30	390
Twelfth (1998-99)	88	575	6.32	392
Thirteenth (1999-04)	356	1945	5.28	328
Fourteenth (2004-09)	332	1737	5.14	314
Fifteenth** (2009- )	208	883	4.15	254

# Rounded off to the nearest hour.  
\* Extended by one year.  
\*\* Upto 9th Session.





## CHAPTER IV

### VARIOUS KINDS OF BUSINESS AND TIME SPENT

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The procedures of Parliament afford ample opportunities for the daily and periodic assessment of ministerial responsibility. The Lok Sabha transacts various kinds of business within the framework of the 'Rules of Procedure and Conduct of Business in Lok Sabha', which provide for a number of procedural devices. Popular devices such as Parliamentary Questions, Adjournment Motions and Notices for Calling Attention enable information to be elicited and lapses to be exposed in governmental activities. More significant occasions for review of administration are provided by the discussions on the Motion of Thanks to the President for his Address, the Budget and Debates on particular aspects of Government policies, motions on Matters of Urgent Public Importance, Private Members' Resolutions and other substantive motions. Members get opportunities to criticise as well as influence Government policies during various stages of discussion on different Bills.

The Business Advisory Committee, on which different sections of the House are represented, recommends the allocation of time for all items of Government Business to be brought before the House, which on approval, takes effect as an order of the House. The allocation of time in respect of Private Members' Bills and Resolutions is looked after by the Committee on Private Members' Bills and Resolutions.

The following paragraphs and *Table 9* give a brief account of major items of business transacted and time spent thereon by each of the fifteen Lok Sabhas.

#### Questions

Generally, the first hour of a sitting of the Lok Sabha is devoted to questions, and that hour is called the 'Question Hour'. The Question Hour has a special significance in the proceedings of Parliament. During the Question Hour, the members may ask questions, as per rules, on any aspect of administration and Governmental activity.

Parliamentary Questions are classified into three categories, namely, Starred, Unstarred and Short Notice Questions. A Starred Question is one to which a member desires an oral answer in the House and on it supplementary questions can be asked. It is distinguished by an asterisk mark when printed. An Unstarred Question is one which is not called for

oral answer in the House and on it no supplementary questions can be asked. A written answer to such a question is not formally laid by the Minister concerned, but is deemed to have been laid on the Table of the House at the end of the Question Hour. A Short Notice Question is one which is related to a matter of urgent public importance and can be asked with shorter notice than the period of notice prescribed for an ordinary question.

As a result of the fixed time allotted to Questions, there have been no wide fluctuations in time spent on Questions by different Lok Sabhas. The time spent on Questions during the First Lok Sabha was 15 per cent as against 15.10 per cent during the Second and the Third Lok Sabha, 15.94 per cent during the Fourth, 12.61 per cent during the Fifth, 13.70 per cent during the Sixth, 12.20 per cent during the Seventh, 12.79 per cent during the Eighth, 10.14 per cent during the Ninth, 11.80 per cent during the Tenth, 9.58 per cent during the Eleventh, 8.96 per cent during the Twelfth, 11.7 per cent during the Thirteenth, 11.42 per cent during the Fourteenth and 9.17 per cent during the first nine sessions of the present Fifteenth Lok Sabha.

### **Legislation: Government and Private Members' Bills**

Making laws is deemed to be the predominant function of Parliament. All legislative proposals are initiated in the Parliament in the form of Bills. A Bill is the draft of a legislative proposal, put in proper form which, when passed by both the Houses of Parliament and assented to by the President, becomes an Act. A Bill can be introduced in either House of Parliament either by a Minister or by a private member. In the former case, it is known as a Government Bill and in the latter case, it is known as a Private Member's Bill. Bills can also be categorized as (i) Ordinary Bills; (ii) Constitution Amendment Bills; and (iii) Money Bills. Money Bill (*viz.* Bills which contain only provisions for the imposition, abolition, alteration or regulation of taxes; Bills for appropriation of moneys out of the Consolidated Fund of India; and relating to other matters mentioned in clause (1) of article 110 of the Constitution) can be introduced only in the Lok Sabha. After a Bill is passed by one House, it is sent to the other House for concurrence. When a Bill is passed by both the Houses, it is sent for the President's assent. The Bill becomes an Act only after the President's assent has been given thereto.

Time taken in legislation, which includes both the Government and the Private Members' Bills, during the First Lok Sabha was 49 per cent of the total time taken on various kinds of business as against 28.20 per cent during the Second, 23 per cent during the Third, 22.05 per cent during the Fourth, 27.55 per cent during the Fifth, 23.51 per cent during the

Sixth, 23.99 per cent during the Seventh, 25.06 per cent during the Eighth, 16.18 per cent during the Ninth, 22.16 per cent during the Tenth, 15.66 per cent during the Eleventh, 16.60 per cent during the Twelfth, 25.3 per cent during the Thirteenth, 21.61 per cent during the Fourteenth and 22.60 per cent during the nine sessions of the Fifteenth Lok Sabha.

### **Financial Business: Budgets and Related Matters**

Preparation and presentation of Budget for the approval of the Legislature is a constitutional obligation on the part of the Government both at the Centre and in the States. In respect of every financial year, the President causes to be laid before both the Houses of Parliament an “annual financial statement” otherwise known as the ‘Budget’ of the Government of India. The Budget is presented to the Lok Sabha in two parts, namely, the Railway Budget pertaining to Railway Finance, and the General Budget which gives an overall picture of the financial position of the Government of India, excluding the Railways. The Budgets of the States and the Union territories under the President’s rule, are also presented to the Lok Sabha.

The financial business transacted by the Lok Sabha consists of presentation of the General and Railway Budgets and Statements of Supplementary/Excess Demands For Grants; General Discussion on the General and Railway Budgets; Voting on the Demands For Grants on Account in respect of the General and Railway Budgets; Discussion and Voting on the Demands for Grants in respect of the General and Railway Budgets; Discussion and Voting on Supplementary and Excess Demands for Grants and Votes of Credit; Discussion and passing of the Appropriation Bills in respect of the various Demands passed by the House; Discussion and passing of the Finance Bill; and Presentation and discussion of Budgets, Supplementary and Excess Grants of States and Union territories which are under the President’s rule, and introduction, consideration and passing of connected Appropriation Bills.

A General Discussion on the Budget is followed by examination of departmental Demands for Grants by the Departmentally Related Standing Committees. The whole exercise culminates in the passing of the Finance and the Appropriation Bills.

Next to legislative business, financial business had consumed about 10 to 25 per cent of the total time of the House during the First to the Fifteenth Lok Sabha. The time devoted to Budgets and other related matters during the First Lok Sabha was 19 per cent as against 24.70 per cent during the Second, 25.02 per cent during the Third, 19.13 per cent during the Fourth, 21.64 per cent during the Fifth, 23.26 per cent during the Sixth, 20.84 per cent during the Seventh, 21.74 per cent during the Eighth,

16 per cent during the Ninth, 17.38 per cent during the Tenth, 17.60 per cent during the Eleventh, 14.68 per cent during the Twelfth, 10.9 per cent during the Thirteenth Lok Sabha, 20.06 per cent during the Fourteenth Lok Sabha and 20.29 per cent during the nine sessions of the Fifteenth Lok Sabha.

### Motions

Rule 184 of the “Rules of Procedure and Conduct of Business in Lok Sabha” lays down that “save insofar as is otherwise provided in the Constitution or in these rules, no discussion on a matter of general public interest shall take place in the House except on a motion moved with the consent of the Speaker.”

Motions cover several distinct forms of proceedings in the House and may be classified under three categories, viz., substantive motions; substitute motions; and subsidiary motions. A substantive motion is a self-contained independent proposal submitted for the approval of the House and drafted in such a manner as to be capable of expressing a decision of the House. Motions moved in substitution of the original motion for taking into consideration a matter or policy or a situation or a statement or any other matter are called substitute motions. Subsidiary motions depend upon or relate to other motions or emerge from some proceedings in the House. By themselves they have no meaning and are not capable of stating the decision of the House without reference to the original motion or proceedings of the House.

Motions for raising discussion on matters of general public interest are usually tabled in two forms. Under the first form, the House takes note of a document laid on the Table, while under the second, the position regarding a specific matter is taken into consideration by the House. The first form is generally used in respect of a motion which seeks to discuss a report or a statement, etc., laid on the Table of the House. The motion in this form is a non-committal substantive motion and is submitted to the vote of the House at the end of the discussion. The second form of motion is generally used when a policy or a situation or a statement or any other matter is taken into consideration. The motion in this form is not submitted to the vote of the House at the end of the debate. However, if a member moves a substantive motion in substitution of the original motion, the vote of the House is taken thereon.

Rule 198 of the Rules of Procedure and Conduct of Business in Lok Sabha lays down the procedure for dealing with the motion on no-confidence in the Council of Ministers. Adoption of any such motion automatically results in the fall of the Government.

Time spent on Motions by different Lok Sabhas has been different ranging between 3.00 per cent to 17.33 per cent of the total time spent on various kinds of business. The time spent on Motions by the First Lok Sabha was 7.00 per cent as compared to 13.70 per cent by the Second Lok Sabha, 13.20 per cent by the Third, 9.22 per cent by the Fourth, 6.55 per cent by the Fifth, 10.70 per cent by the Sixth, 6.35 per cent by the Seventh, 3.69 per cent by the Eighth, 4.35 per cent by the Ninth, 6.53 per cent by the Tenth, 17.33 per cent by the Eleventh, 10.45 per cent by the Twelfth, 3.9 per cent by the Thirteenth, 1.63 per cent by the Fourteenth and 2.92 per cent by the nine sessions of the Fifteenth Lok Sabha.

### Discussions (Short Duration and Half-an-Hour)

In order to provide opportunities to members to discuss matters of urgent public importance, a convention was established in the Lok Sabha in March 1953, whereby members could raise discussion for a short duration without a formal motion or vote thereon. This procedure was incorporated later into the Rules of Procedure and Conduct of Business in Lok Sabha under Rule 193 as “Short Duration Discussion”. The member who raises the discussion has no right of reply. At the end of the discussion, the Minister concerned gives a brief reply.

Another device through which members raise discussion on a matter of sufficient public importance which has been the subject of a recent question—Starred, Unstarred and Short Notice—and the answer to which need elucidation of facts, is Half-an-Hour Discussion. The instruments of Short Duration Discussion (under Rule 193) and Half-an-Hour Discussion (under Rule 55) have been used to deliberate on issues of contemporary importance.

A substantial portion of the time of the House is spent on such Discussions. Though the figures pertaining to the time spent show a mixed trend, the time spent on these procedural devices has always been more than 7 per cent from the Seventh Lok Sabha. Till the Sixth Lok Sabha, it ranged between 3 to 7.74 per cent. The percentage of time spent during the Third Lok Sabha\* was 3 as compared to 7.74 during the Fourth, 6.47 during the Fifth, 4.10 during the Sixth, 9.14 during the Seventh, 15.79 during the Eighth, 12.95 during the Ninth, 7.46 during the Tenth, 8.36 during the Eleventh, 19.15 during the Twelfth, 18.4 during the Thirteenth, 14.62 during the Fourteenth and 16.17 during the nine sessions of the Fifteenth Lok Sabha.

### Resolutions

A member or a Minister may, subject to the Rules of Procedure, move a resolution relating to a matter of general public interest. Resolutions may be broadly divided into three categories, viz. (i) Government Resolutions;

\* Figures pertaining to the First and the Second Lok Sabha are not available.

(ii) Statutory Resolutions; and (iii) Private Members' Resolutions. A Resolution may be in the form of a declaration of opinion or a recommendation or it may be in the form so as to record either approval or disapproval by the House of an act or policy of Government or convey a message or commend, urge or request an action or call attention to a matter or situation for consideration by the Government or in such other form as the Speaker may consider appropriate. The last two and a half hours of a sitting on every alternate Friday of a session starting from the second Friday are usually allotted for the discussion of private members' resolutions.

After Legislation, Budgets, Questions, Discussions and Motions, Resolutions are the sixth major item discussed by each Lok Sabha. There has not been much variation insofar as the percentage of time spent on Resolutions by different Lok Sabhas is concerned. It was 6.00 per cent in the First Lok Sabha, 5.50 per cent in the Second, 5.90 per cent in the Third, 6.45 per cent in the Fourth, 5.17 per cent in the Fifth, 3.76 per cent in the Sixth, 3.96 per cent in the Seventh, 5.44 per cent in the Eighth, 5.72 per cent in the Ninth, 6.23 per cent in the Tenth, 4.63 per cent in the Eleventh, 4.45 per cent in the Twelfth, 3.7 per cent in the Thirteenth, 3.17 per cent in the Fourteenth and 2.55 per cent during the nine sessions of the Fifteenth Lok Sabha.

### Debate on President's Address

Article 87 (1) of the Constitution provides for President's Address to members of both Houses of Parliament assembled together at the commencement of the first session after each General Election to the Lok Sabha and at the commencement of the first session every year. Discussion on matters referred to in the President's Address takes place on a Motion of Thanks moved by a member and seconded by another member. On the days allotted for the discussion, the House is at liberty to discuss matters referred to in the Address. The scope of discussion is very wide and the members are free to speak on any national or international issue. Even matters which are not specifically mentioned in the Address are brought into discussion through amendments to the Motion. The only limitation is that the members cannot refer to matters which are not the direct responsibility of the Central Government.

The figures pertaining to time spent by the House on Debate on President's Address indicate that the Ninth, the Tenth, the Twelfth, the Thirteenth, the Fourteenth and the Fifteenth Lok Sabhas have devoted more than 3 per cent of their time on this distinct parliamentary debate as compared to the other Lok Sabhas, which spent less than 3 per cent of their time on this particular business. While the Third\*, the Fourth,

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\* Figures pertaining to the First and the Second Lok Sabha are not available.

the Fifth, the Sixth, the Seventh, the Eighth and the Eleventh Lok Sabhas respectively spent 2.9 per cent, 2.29 per cent, 2.15 per cent, 2.59 per cent, 1.82 per cent, 2.39 per cent and 2.03 per cent of their time on President's Address; the Ninth, the Tenth and the Twelfth Lok Sabhas respectively spent 4.56 per cent, 3.32 per cent, 4.30 per cent of their time on this debate essentially held in the House every year. The Thirteenth Lok Sabha devoted 3.3 per cent of its time, the Fourteenth 3.45 and the Fifteenth (up to nine sessions) 4.40 per cent on Debates on President's Address.

### Calling Attention

The concept of Calling Attention, which is an innovation in the modern parliamentary procedure, is of Indian origin. A member may, with the prior permission of the Speaker, call the attention of a Minister to any matter of urgent public importance and the Minister may make a brief statement immediately or ask for time to make a statement at a later hour or date. No debate is permitted on the statement made by the Minister but each member in whose name the item stands in the List of Business is permitted to ask a specified brief clarificatory question. Urgency and public importance are the main tests of admissibility of a Calling Attention Notice.

From the Third to the Ninth Lok Sabha, time spent by the House on Calling Attention ranged between 2.79 to 9.85 per cent of the total time spent on various kinds of business. During the Tenth to the Twelfth Lok Sabha, it consumed less than one per cent of the total time of the House. The percentage of time spent on Calling Attention during the Third Lok Sabha\* was 3 as compared to 4.83 during the Fourth, 5.29 during the Fifth, 4.99 during the Sixth, 9.85 during the Seventh, 3.83 during the Eighth, 2.79 during the Ninth, 0.41 during the Tenth, 0.84 during the Eleventh, 0.97 during the Twelfth, 1.9 during the Thirteenth, 3.80 during the Fourteenth and 2.16 during the nine sessions of the Fifteenth Lok Sabha.

### Adjournment Motions

The primary object of an Adjournment Motion is to draw the attention of the Government to a matter of urgent public importance. The subject matter of an Adjournment Motion must relate to the conduct of the Government and must be in the nature of criticism of Governmental action either of omission or commission. An Adjournment Motion is not admissible unless there is a failure on the part of the Government to perform the duties enjoined by the Constitution and the law. By nature, the Adjournment Motion is an interruption in the regular business of the House. The normal business of the House is set aside whenever an Adjournment Motion is taken up for discussion in the House and till such time as its disposal.

\* Figures pertaining to the First and the Second Lok Sabha are not available.



Time spent on Adjournment Motions during the Third Lok Sabha\* was 1.10 per cent of the total time of the House as compared to 1.33 per cent during the Fourth Lok Sabha, 1.56 per cent during the Fifth, 1.42 per cent during the Sixth, 1.00 per cent during the Seventh, 0.57 per cent during the Eighth, 4.78 per cent during the Ninth, 0.93 per cent during the Tenth, 0.98 per cent during the Eleventh, 2.6 per cent during the Thirteenth, 2.20 per cent during the Fourteenth and 0.70 per cent during the nine sessions of the Fifteenth Lok Sabha. No Adjournment Motion was taken up during the Twelfth Lok Sabha.

### Matters Raised under Rule 377

Matters which cannot be raised under the rules relating to Questions, Calling Attention, Motions, etc., can be raised under Rule 377. This procedural device provides an opportunity to members to raise issues, particularly those relating to their constituencies. There has not been much variation insofar as the percentage of time spent by the members on raising issues through this procedural device is concerned. It ranged between 1.83 per cent to 3.19 per cent during the Seventh to the Thirteenth Lok Sabha#. While the Seventh Lok Sabha spent 3.19 per cent of the total time on matters under Rule 377, the Eighth Lok Sabha spent 2.48 per cent as compared to 2.14 per cent by the Ninth, 1.83 per cent by the Tenth, 1.98 per cent by the Eleventh, 2.06 per cent by the Twelfth, 2.00 per cent during the Thirteenth, 1.29 per cent during the Fourteenth and 0.53 per cent during the nine sessions of the Fifteenth Lok Sabha.

### Statements

In order to keep the House informed about matters of public importance or to state the Government's policy in regard to a matter of topical interest, Ministers make Statements in the House, from time to time, with the consent of the Speaker. In order that Parliament may come to know at the earliest opportunity about all serious occurrences in the country, a convention is being followed that Ministers make statements in the House regarding such occurrences *suo motu*.

Time spent by the House on Statements has been less than 2 per cent of the total time except during the Fifth Lok Sabha which spent 2.87 per cent of its time on Statements. As such, a small fraction of the time of the House was spent on this procedural device.

Comparative figures of time spent on various kinds of business during each Lok Sabha are given in *Table 9* followed by *Graph 5* showing time spent on the three most important items of business, *i.e.*, Questions, Legislation and Budgets.

\* The figures pertaining to the First and the Second Lok Sabha are not available.

# The figures pertaining to the First to the Sixth Lok Sabha are not available.

**TABLE 9 : TIME SPENT ON VARIOUS KINDS OF BUSINESS  
(FIRST TO FIFTEENTH LOK SABHA)**

Business	(Time in Hrs.-Mts.)														
	1st LS (52-57)	2nd LS (57-62)	3rd LS (62-67)	4th LS (67-70)	5th LS (71-77)	6th LS (77-79)	7th LS (80-84)	8th LS (85-89)	9th LS (89-91)	10th LS (91-96)	11th LS (96-97)	12th LS (98-99)	13th LS (99-2004)	14th LS (2004-09)	15th LS* (2009-)
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Total Time	3783-54 (100.00)	3651-35 (100.00)	3732-40 (100.00)	3029-24 (100.00)	4071-00 (100.00)	1753-06 (100.00)	3324-01 (100.00)	3223-52 (100.00)	754-00 (100.00)	2527-52 (100.00)	813-38 (100.00)	574-55 (100.00)	1945-39 (100.00)	1736-55 (100.00)	883-10 (100.00)
Questions	551-51 (15.00)	552-32 (15.10)	564-41 (15.10)	482-53 (15.94)	513-32 (12.61)	240-25 (13.70)	405-26 (12.20)	412-16 (12.79)	76-45 (10.14)	298-23 (11.80)	77-56 (9.58)	51-30 (8.96)	228-23 (11.7)	198-48 (11.42)	81-02 (9.17)
Bills (Govt. & Pvt. Members')	1844-23 (49.00)	1031-58 (28.20)	867-58 (23.00)	668-22 (22.05)	1121-52 (27.55)	412-28 (23.51)	797-48 (23.99)	806-59 (25.06)	122-37 (16.18)	560-03 (22.16)	128-15 (15.66)	95-25 (16.60)	493-19 (25.3)	375-40 (21.61)	199-37 (22.60)
Budget	792-22 (19.00)	901-49 (24.70)	934-11 (25.02)	579-33 (19.13)	881-34 (21.64)	408-41 (23.26)	692-53 (20.84)	700-27 (21.74)	121-11 (16.00)	439-50 (17.38)	143-11 (17.60)	84-26 (14.68)	212-55 (10.9)	348-39 (20.06)	179-16 (20.29)
Motions	270-32 (7.00)	499-44 (13.70)	487-24 (13.20)	279-57 (9.22)	267-05 (6.55)	188-12 (10.70)	211-36 (6.35)	119-22 (3.69)	33-16 (4.35)	160-15 (6.53)	141-00 (17.33)	60-03 (10.45)	74-57 (3.9)	28-24 (1.63)	25-52 (2.92)
Discussions under Rules 55 & 193	a	a	112-30 (3.00)	234-59 (7.74)	264-04 (6.47)	72-02 (4.10)	303-53 (9.14)	508-25 (15.79)	98-04 (12.95)	188-32 (7.46)	68-04 (8.36)	110-06 (19.15)	357-30 (18.4)	254-04 (14.62)	142-49 (16.17)
Resolutions	237-11 (6.00)	199-34 (5.50)	217-23 (5.90)	194-55 (6.45)	211-24 (5.17)	66-34 (3.76)	134-53 (3.96)	175-47 (5.44)	43-54 (5.72)	157-29 (6.23)	37-23 (4.63)	25-34 (4.45)	71-38 (3.7)	55-16 (3.17)	22-32 (2.55)
Debates on President's Address	a	a	105-01 (2.9)	69-26 (2.29)	88-03 (2.15)	45-48 (2.59)	60-34 (1.82)	77-06 (2.39)	34-36 (4.56)	84-03 (3.32)	16-30 (2.03)	24-45 (4.30)	63-42 (3.3)	60-08 (3.45)	38-56 (4.40)

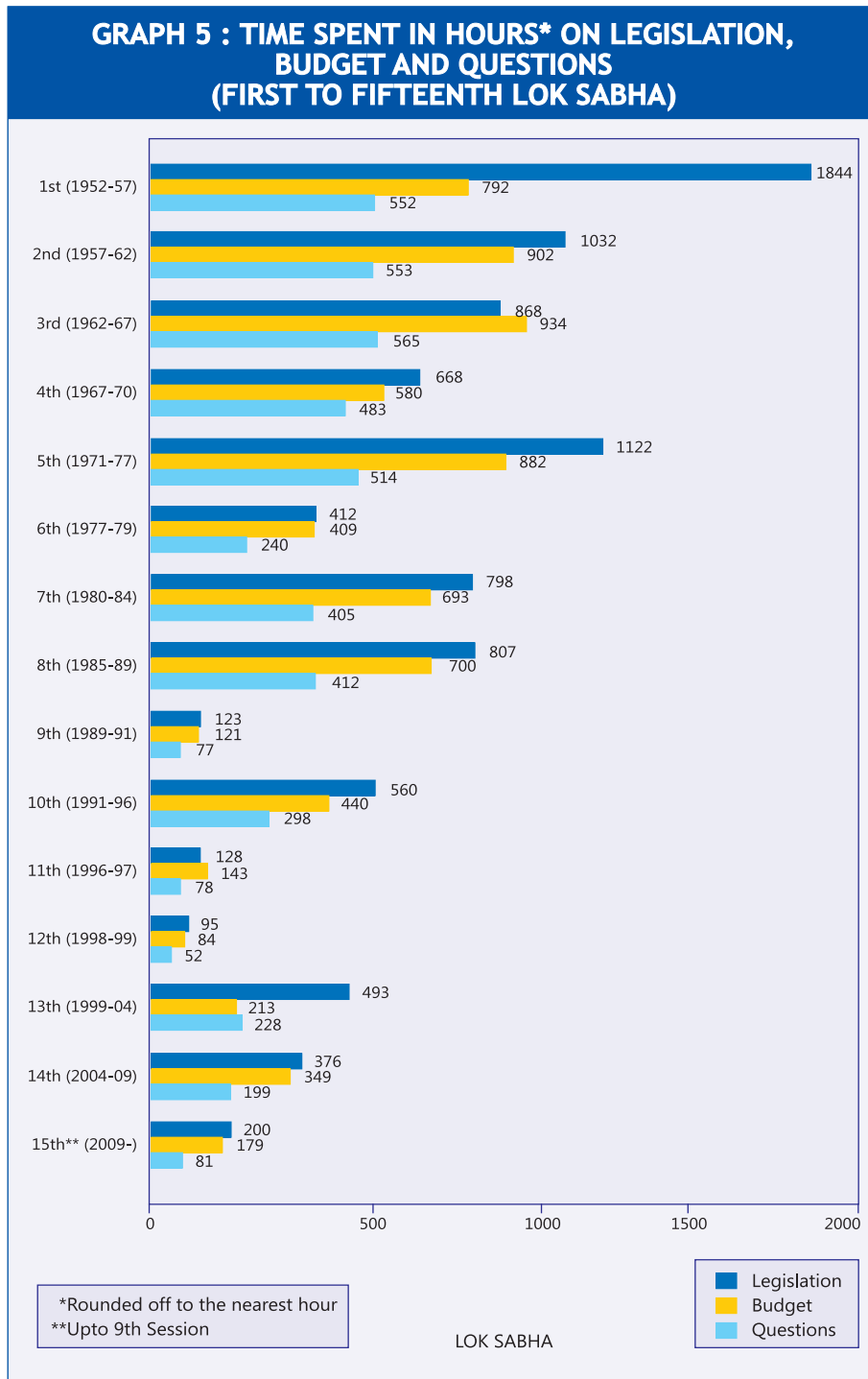
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Calling Attention	a	a	111-00 (3.00)	146-47 (4.83)	215-37 (5.29)	87-54 (4.99)	318-20 (9.85)	123-58 (3.83)	21-01 (2.79)	10-27 (0.41)	6-51 (0.84)	5-36 (0.97)	38-07 (1.9)	66-12 (3.80)	19-06 (2.16)
Adjournment Motions	a	a	41-25 (1.10)	40-28 (1.33)	63-49 (1.56)	25-06 (1.42)	33-20 (1.00)	18-27 (0.57)	36-02 (4.78)	23-37 (0.93)	7-57 (0.98)	Nil	49-40 (2.6)	38-30 (2.20)	6-11 (0.70)
Matters under Rule 377	a	a	a	a	a	a	103-22 (3.19)	79-32 (2.48)	16-15 (2.14)	46-17 (1.83)	16-09 (1.98)	11-51 (2.06)	37-13 (2.00)	22-39 (1.29)	4-41 (0.53)
Statements	a	a	68-40 (1.80)	54-26 (1.79)	117-00 (2.87)	27-04 (1.54)	44-41 (1.30)	36-59 (1.15)	11-49 (1.52)	33-52 (1.34)	10-28 (1.29)	6-40 (1.16)	19-38 (1.00)	26-25 (1.54)	10-49 (1.22)
Other Matters <sup>#</sup>	177-35 (4.00)	465-58 (12.80)	222-27 (6.00)	277-38 (9.15)	327-10 (8.03)	179-23 (10.19)	217-17 (6.50)	164-34 (5.10)	138-30 (18.34)	525-04 (20.77)	159-54 (19.65)	98-58 (17.22)	298-37 (15.33)	262-10 (15.09)	152-19 (17.24)

Note: Figures in brackets show percentage of total time.

\* Upto 9th Session.

a—not available.

# Including Papers Laid on the Table, References, Questions of Privileges, Points of Order, Personal Explanations, Matters of Urgent Public Importance raised after Question Hour and before the adjournment of the House for the day, etc.



Since annual Budget presentation is the most significant occasion for parliamentary input on national economic management, time spent on Budgets (*i.e.*, General Budget, Railway Budget and Budgets of States and Union territories under the President's Rule) during each Lok Sabha has been shown separately in *Table 10* followed by *Graph 6*.

**TABLE 10 : TIME SPENT ON BUDGETS  
(FIRST TO FIFTEENTH LOK SABHA)**

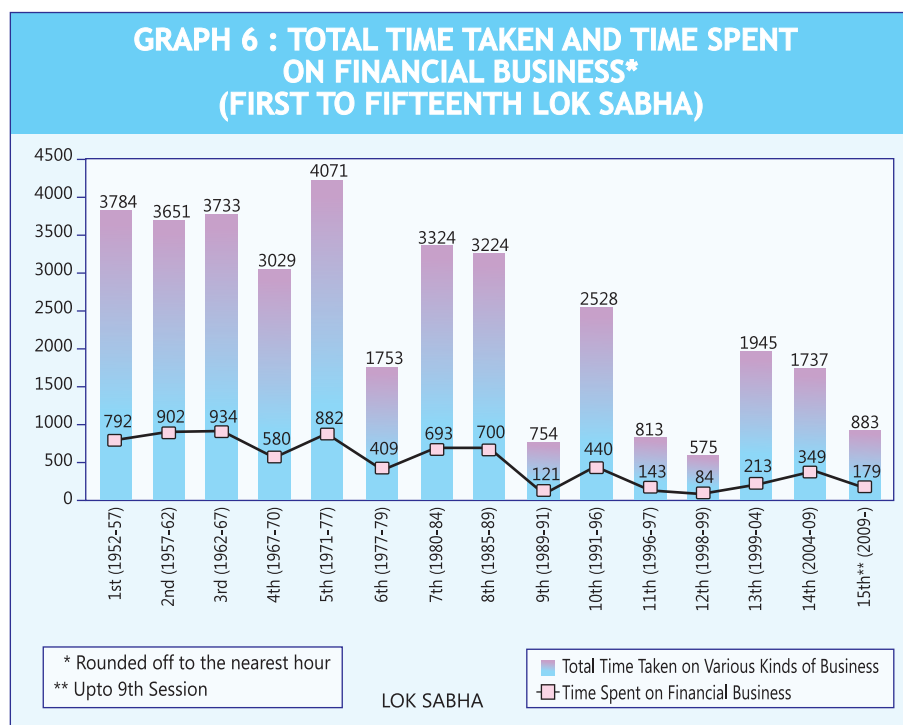
Lok Sabha	Total Time Taken Hrs.-Mts.	Time Spent on General Budget* Hrs.-Mts.	Time Spent on Railway Budget Hrs.-Mts.	Time Spent on Budgets of States/UTs Under the President's Rule Hrs.-Mts.	Total Time Spent on Financial Business Hrs.-Mts.
1	2	3	4	5	6
First (1952-57)	3783-54 (100)	NA	NA	NA	792.22 (19.00)
Second (1957-62)	3651-35 (100)	764-09 (20.90)	129-55 (3.60)	7-45 (0.20)	901-49 (24.70)
Third (1962-67)	3732-40 (100)	762-39 (20.43)	151-26 (4.05)	20-06 (0.54)	934-11 (25.02)
Fourth (1967-70)	3029-24 (100)	434-42 (14.34)	108-59 (3.61)	35-52 (1.18)	579-33 (19.13)
Fifth (1971-77)	4071-00 (100)	659-31 (16.20)	149-12 (3.66)	72-51 (1.78)	881-34 (21.64)
Sixth (1977-79)	1753-06 (100)	330-23 (18.83)	65-59 (3.74)	12-19 (0.69)	408-41 (23.26)
Seventh (1980-84)	3324-01 (100)	507-18 (15.26)	119-10 (3.58)	66-25 (2.00)	692-53 (20.84)
Eighth (1985-89)	3223-52 (100)	546-39 (16.94)	119-45 (3.74)	34-03 (1.06)	700-27 (21.74)
Ninth (1989-91)	754-00 (100)	93-50 (12.40)	15-11 (2.00)	12-10 (1.60)	121-11 (16.00)

\* Including Supplementary Demands for Grants.

	1	2	3	4	5	6
Tenth (1991-96)		2527-52 (100)	263-35 (10.43)	131-31 (5.18)	44-44 (1.77)	439-50 (17.38)
Eleventh (1996-97)		813-38 (100)	53-45 (6.61)	79-24 (9.76)	10-02 (1.23)	143-11 (17.60)
Twelfth (1998-99)		574-55 (100)	38-18 (6.66)	44-57 (7.82)	1-11 (0.20)	84-26 (14.68)
Thirteenth (1999-04)		1945-39 (100)	131-23 (6.7)	78-40 (4.1)	2-52 (0.1)	212-55 (10.9)
Fourteenth (2004-09)		1736-55 (100)	212-51 (12.25)	129-22 (7.44)	6-26 (0.37)	348-39 (20.06)
Fifteenth** (2009- )		883-10 (100)	124-28 (14.09)	50-14 (5.68)	4-34 (0.52)	179-16 (20.28)

Note: Figures in brackets show percentage of total time.

\*\*Upto 9th Session.



### Time lost due to Interruptions/Adjournments

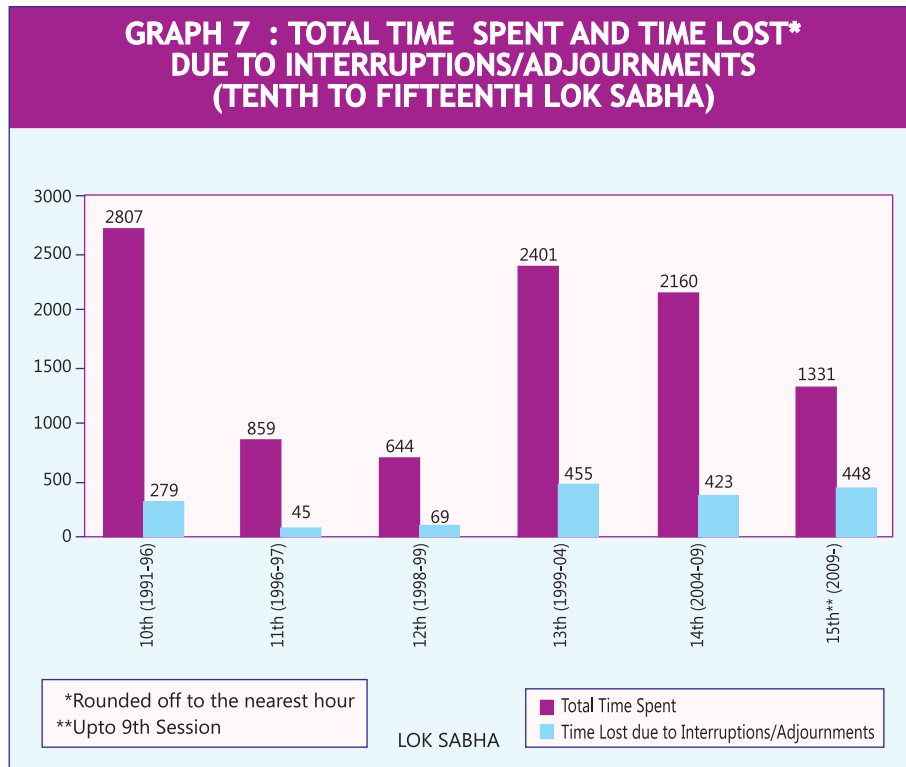
Frequent adjournments of the House due to interruptions have led to loss of valuable time of the House. This caused a loss of 9.95 per cent of the House time during the Tenth Lok Sabha, 5.28 per cent during the Eleventh, 11.93 per cent during the Twelfth, 18.95 per cent during the Thirteenth, 19.58 per cent during the Fourteenth and 33.64 per cent during the nine sessions of the Fifteenth Lok Sabha.

Details of time lost due to Interruptions/Adjournments as a result of disorderly scenes in the House from the Tenth to the Fifteenth Lok Sabha are given in *Table 11* followed by *Graph 7*.

TABLE 11 : TIME LOST DUE TO INTERRUPTIONS/ADJOURNMENTS (TENTH TO FIFTEENTH LOK SABHA)*							
Lok Sabha	Total Time Spent on the Business Transacted (a)		Time Lost Due to Interruptions/Adjournments (b)		Total Time (a+b)		Percentage of Time Lost Due to Interruptions/Adjournments
	Hrs.	Mts.	Hrs.	Mts.	Hrs.	Mts.	
Tenth (1991-96)	2527	52	279	25	2807	17	9.95
Eleventh (1996-97)	813	38	45	20	858	58	5.28
Twelfth (1998-99)	574	55	68	37	643	32	11.93
Thirteenth (1999-04)	1945	39	455	00	2400	39	18.95
Fourteenth (2004-09)	1736	55	423	00	2159	55	19.58
Fifteenth** (2009- )	883	10	447	50	1331	00	33.64

\*The figures pertaining to the First to Ninth Lok Sabhas are not available.

\*\*Upto 9th Session.





## CHAPTER V

### BUSINESS TRANSACTED: QUANTITATIVE DIMENSIONS

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The 'Rules of Procedure and Conduct of Business in Lok Sabha' provide for a number of procedural devices and each one of them has its importance as far as the functioning of the House is concerned. Nonetheless, certain devices such as Bills, Parliamentary Questions, Resolutions, Papers Laid on the Table, Committees, etc., have been dominating the business of the House. These procedural devices have helped the Lok Sabha in successfully performing its cardinal functions of legislation, overseeing the administration, passing of Budget, ventilation of public grievances, deliberating various issues and policies of national importance, etc. The performance of the successive Lok Sabhas can be measured with the help of the statistical data pertaining to these important tools of parliamentary functioning. The following paras and accompanying Tables and Graphs give a glimpse of the magnitude of work done by the Lok Sabha in major fields during the last sixty years of its existence.

#### Legislation: Government and Private Members' Bills

Parliament, being the apex representative institution in the country, has come to play a major role in socio-economic transformation through legislation. Legislation has been the chief instrument of socio-economic change since Independence. A large number of legislative measures aggregating 319 were taken in the First Lok Sabha in order to bring about reforms in social, economic and political fields. So far, more than three thousand Bills have been discussed and passed by the successive Lok Sabhas. Details of the number of Government Bills introduced and passed as also the number of Private Members' Bills\* introduced and passed during each Lok Sabha from First to the Fifteenth, are given in *Table 12* followed by *Graphs 8* and *9*.

#### Subject-wise Volume of Enactments

Law-making has always been a predominant function of Parliament. All the legislative proposals are brought before Parliament in the form of

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\* Notably, only 14 Private Members' Bills have so far been passed and assented to, of which seven Bills were passed and assented to during the First Lok Sabha, two each during the Second and the Fourth Lok Sabha and three during the Third Lok Sabha. Since the Fifth Lok Sabha, no legislative proposal initiated by a Private Member has been able to take the shape of law.

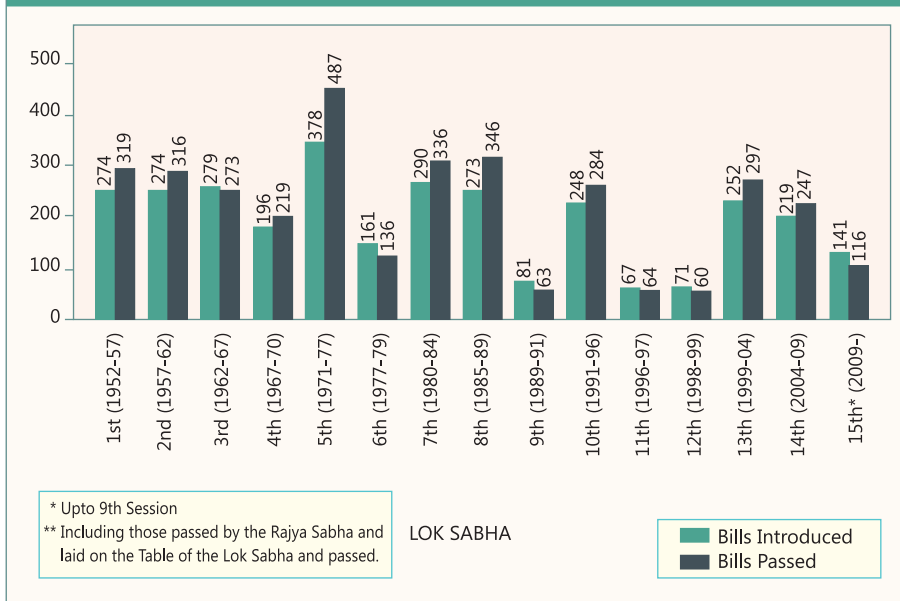
Bills. No Bill, whether introduced by the Government or a Private Member, can become law until it has received the approval of both the Houses of Parliament through a well defined process and finally the assent of the President. More than three thousand Bills have so far been passed by the two Houses and assented to by the President. A sizeable number of legislative measures pertaining to administrative, judicial, legal, constitutional, legislative, financial, economic and social spheres have, thus, been brought to the Statute Book. Out of the total number of Bills passed upto the

**TABLE 12 : BILLS INTRODUCED AND PASSED  
(FIRST TO FIFTEENTH LOK SABHA)**

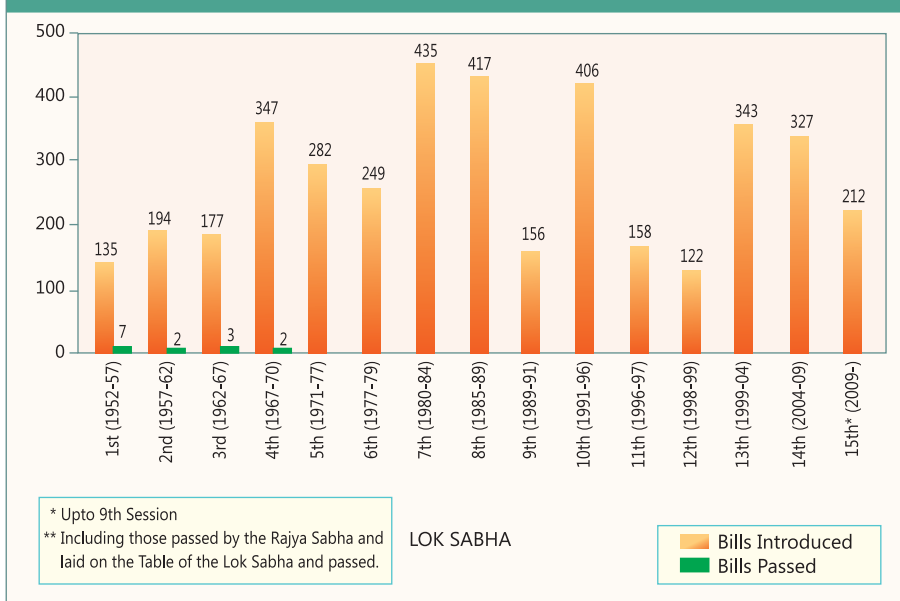
Lok Sabha	Government Bills		Private Members' Bill	
	Introduced	Passed*	Introduced	Passed
First (1952-57)	274	319	135	7
Second (1957-62)	274	316	194	2
Third (1962-67)	279	273	177	3
Fourth (1967-70)	196	219	347	2
Fifth (1971-77)	378	487	282	Nil
Sixth (1977-79)	161	136	249	Nil
Seventh (1980-84)	290	336	435	Nil
Eighth (1985-89)	273	346	417	Nil
Ninth (1989-91)	81	63	156	Nil
Tenth (1991-96)	248	284	406	Nil
Eleventh (1996-97)	67	64	158	Nil
Twelfth (1998-99)	71	60	122	Nil
Thirteenth (1999-04)	252	297	343	Nil
Fourteenth (2004-09)	219	247	327	Nil
Fifteenth** (2009- )	141	116	212	Nil

\*Including those passed by the Rajya Sabha and laid on the Table of the Lok Sabha and passed.  
\*\*Upto 9th Session.

**GRAPH 8 : GOVERNMENT BILLS INTRODUCED AND PASSED\*\* (FIRST TO FIFTEENTH LOK SABHA)**



**GRAPH 9 : PRIVATE MEMBERS' BILLS INTRODUCED AND PASSED\*\* (FIRST TO FIFTEENTH LOK SABHA)**



Ninth Session of the Fifteenth Lok Sabha and assented to by the President, 2,086 related to economic and financial subjects, important among them being agriculture, banking, insurance, civil supplies, commerce, industry, labour, transport and appropriation of money. So far as the administrative matters are concerned, there were 419 enactments followed by 175 on judicial and legal matters, 127 on legislative, 147 on social and 103 on constitutional matters. The other important spheres in which the laws have been enacted include education, health, culture, etc. Subject-wise classification of Bills passed and assented to by the President during the period of each of the fifteen Lok Sabhas is given in *Table 13* followed by subject-wise *Graphs 10 to 15*.

**TABLE 13 : SUBJECT-WISE CLASSIFICATION OF BILLS PASSED AND ASSENTED TO BY THE PRESIDENT (FIRST TO FIFTEENTH LOK SABHA)**

Lok Sabha	Administ- rative	Judicial and Legal	Constit- utional	Legis- lative	Financial and Economic	Social	Others*	Total
1	2	3	4	5	6	7	8	9
First (1952-57)	33	22	6	16	189	18	35	319
Second (1957-62)	33	17	4	9	205	11	30	309
Third (1962-67)	31	18	7	8	121	6	75	266
Fourth (1967-70)	38	8	3	8	139	6	11	213
Fifth (1971-77)	65	20	20	15	310	6	46	482
Sixth (1977-79)	5	6	2	6	90	-	8	117
Seventh (1980-84)	32	11	9	10	235	9	23	329
Eighth (1985-89)	45	12	10	15	201	11	39	333

\* Including Education, Culture, Health, etc.

1	2	3	4	5	6	7	8	9
Ninth (1989-91)	4	2	7	3	41	2	3	62
Tenth (1991-96)	17	16	11	11	165	12	43	275
Eleventh (1996-97)	5	3	-	-	45	-	8	61
Twelfth (1998-99)	3	3	-	4	40	-	6	56
Thirteenth (1999-04)	6	24	14	22	158	31	42	297
Fourteenth (2004-09)	69	12	07	-	104	22	34	248
Fifteenth** (2009- )	33	01	03	-	43	13	11	104
Total	419	175	103	127	2086	147	414	3471

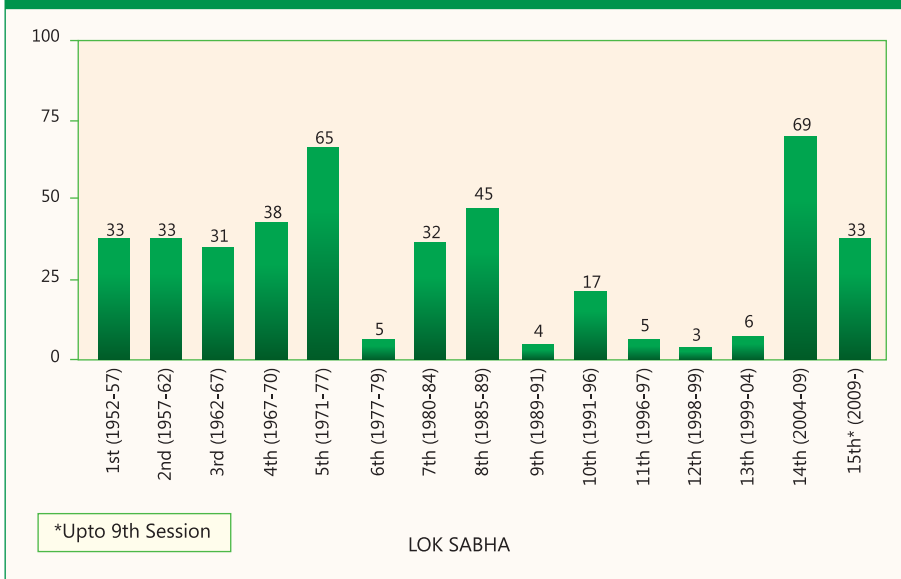
\*\*Upto 9th Session.

## Questions

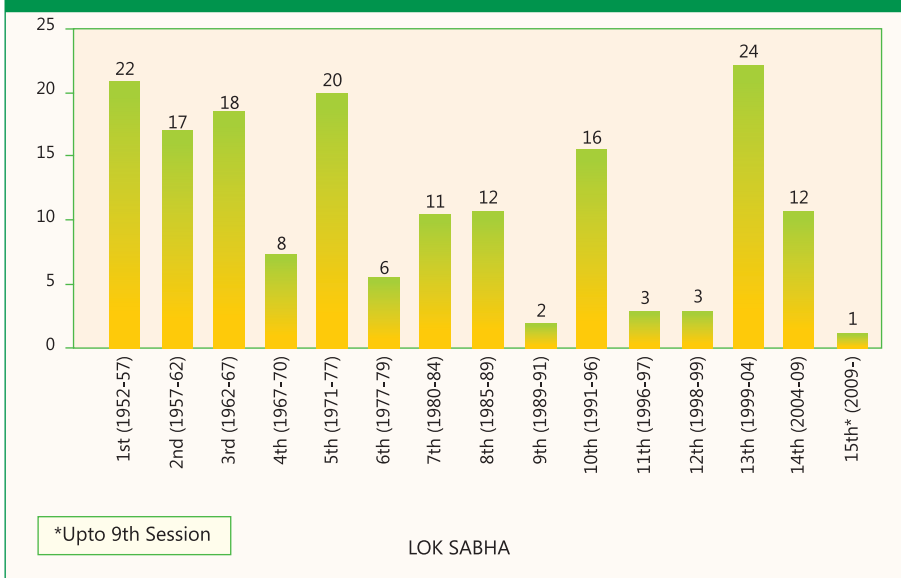
Question Hour is the liveliest part of the parliamentary day. With Questions remaining with the members as the most popular device for seeking information on matters of public interest, the Question Hour has become the test of the Government's accountability, an indispensable part of the art of the opposition and even a deterrent on bureaucratic inertia. Questions asked by members and the answers given by Ministers throw valuable light on the entire gamut of the functioning of the Government.

Thousands of notices for Questions were received from members during each Lok Sabha. Earlier, there was no restriction on the number of notices of Starred and Unstarred Questions which a member can give under the Rules. However, recently, the number of notices of Questions which a member is entitled to give for any day, both for oral and written answers, has been limited to 10. But not more than five admitted Questions, both starred and unstarred combined, by one member individually or by way of clubbing, are placed on the lists of Questions for any one day. Out of these, not more than one Question is placed on the list of Questions for oral answer. Besides, usually, not more than 20 Starred Questions and 230 Unstarred Questions are put on the lists of Questions for a sitting.

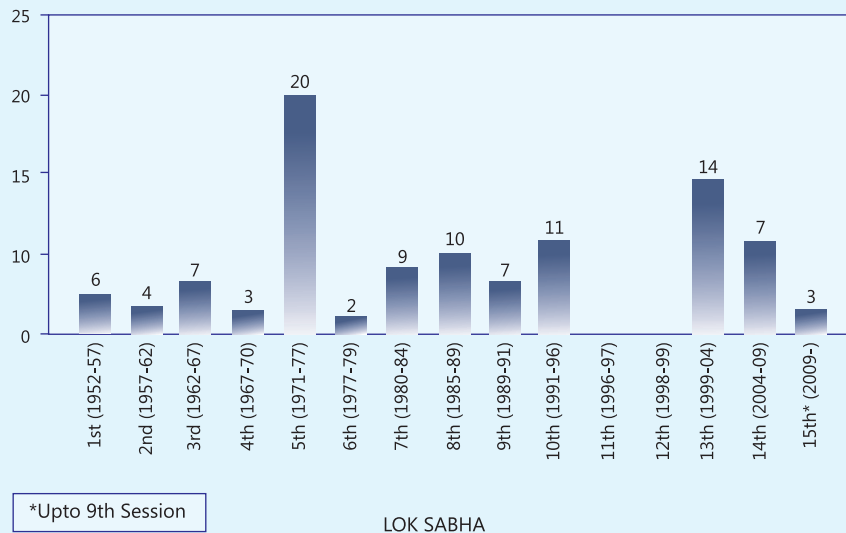
**GRAPH 10 : NUMBER OF BILLS PASSED AND ASSENTED TO ON ADMINISTRATIVE MATTERS (FIRST TO FIFTEENTH LOK SABHA)**



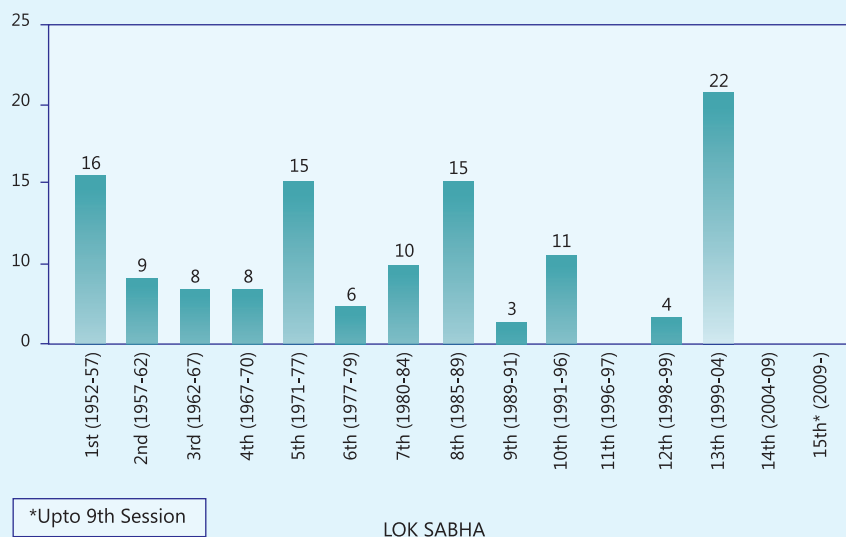
**GRAPH 11 : NUMBER OF BILLS PASSED AND ASSENTED TO ON JUDICIAL AND LEGAL MATTERS (FIRST TO FIFTEENTH LOK SABHA)**



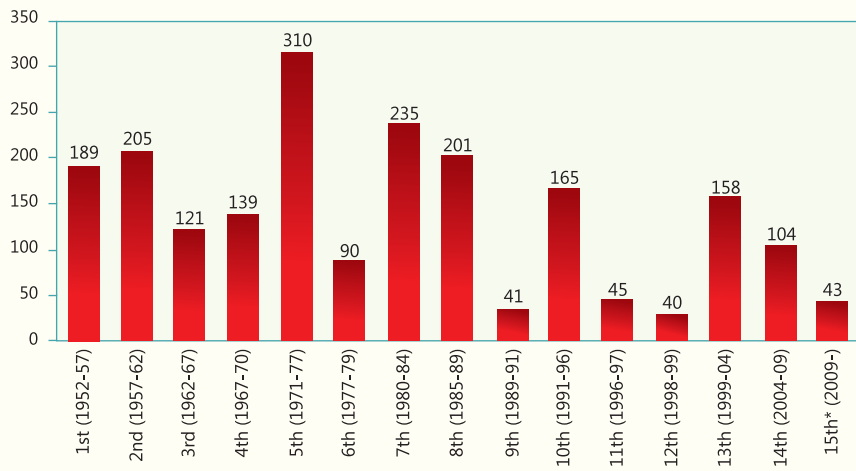
**GRAPH 12 : NUMBER OF BILLS PASSED AND ASSENTED TO ON CONSTITUTIONAL MATTERS (FIRST TO FIFTEENTH LOK SABHA)**



**GRAPH 13 : NUMBER OF BILLS PASSED AND ASSENTED TO ON LEGISLATIVE MATTERS (FIRST TO FIFTEENTH LOK SABHA)**



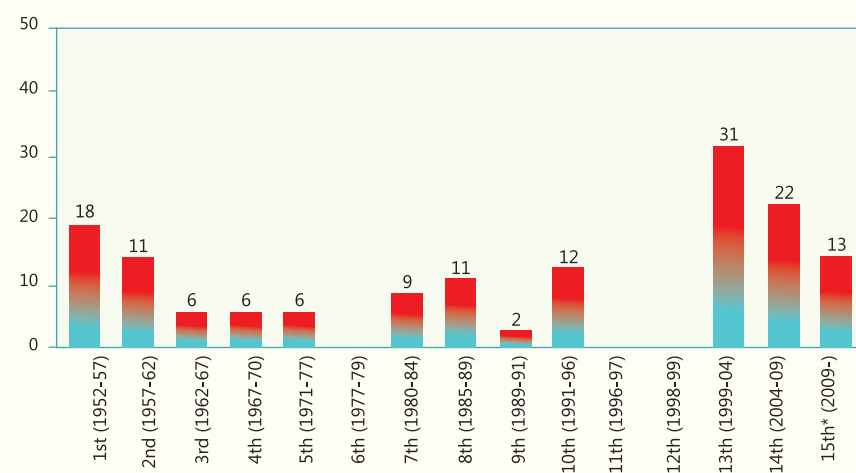
**GRAPH 14 : NUMBER OF BILLS PASSED AND ASSENTED TO ON FINANCIAL AND ECONOMIC MATTERS (FIRST TO FIFTEENTH LOK SABHA)**



\*Upto 9th Session

LOK SABHA

**GRAPH 15 : NUMBER OF BILLS PASSED AND ASSENTED TO ON SOCIAL MATTERS (FIRST TO FIFTEENTH LOK SABHA)**



\*Upto 9th Session

LOK SABHA



However, the above limits may be exceeded by the number of Questions transferred or postponed from one list of question to another. Besides, a maximum of 25 additional Unstarred Questions, pertaining to the State(s) under President's Rule, may also be included in the List of Unstarred Questions. As such, there is a limit on the number of Questions to be included in the Lists of Questions. Over the years, there has been a widening gap between the number of notices received and those admitted and included in Lists. The rise in number of notices of Questions received from the members, reflects the increasing interest shown by them in seeking information from the Government on matters of public interest.

The total number of notices received and Questions admitted/replied, and the percentage of replies during each of the Lok Sabhas from the First to Fifteenth are given in *Table 14* followed by *Graph 16*. *Table 15* shows the number of notices received and Questions admitted/replied in case of Starred, Unstarred and Short Notice Questions.

**TABLE 14 : PARLIAMENTARY QUESTIONS<sup>^</sup>: TOTAL NOTICES RECEIVED AND QUESTIONS ADMITTED/REPLIED**

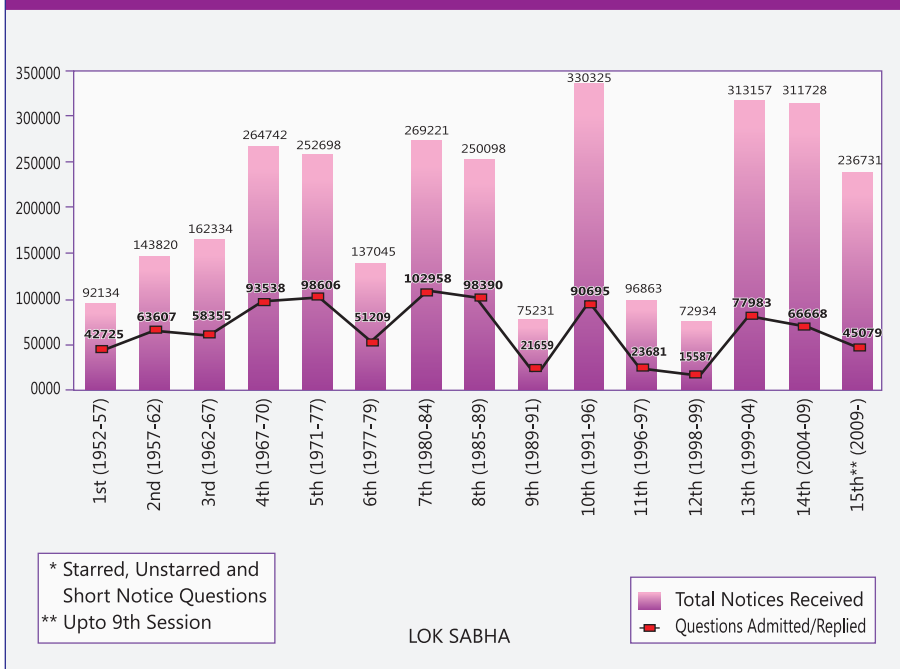
Lok Sabha	Total Notices Received	Admitted and Replied	Percentage to Total
1	2	3	4
First (1952-57)	92134	42725	46.37
Second (1957-62)	143820	63607	44.22
Third (1962-67)	162334	58355	35.94
Fourth (1967-70)	264742	93538	35.33
Fifth (1971-77)	252698	98606	39.02
Sixth (1977-79)	137045	51209	37.36
Seventh (1980-84)	269221	102958	38.24
Eighth (1985-89)	250098	98390	39.34
Ninth (1989-91)	75231	21659	28.78

<sup>^</sup> Starred, Unstarred and Short Notice Questions.

1	2	3	4
Tenth (1991-96)	330325	90695	27.45
Eleventh (1996-97)	96863	23681	24.44
Twelfth (1998-99)	72934	15587	21.37
Thirteenth (1999-04)	313157	77983	24.90
Fourteenth (2004-09)	311728	66668	21.38
Fifteenth* (2009- )	236731	45079	19.04

\* Upto 9th Session.

**GRAPH 16 : PARLIAMENTARY QUESTIONS\*: TOTAL NOTICES RECEIVED AND QUESTIONS ADMITTED/REPLIED (FIRST TO FIFTEENTH LOK SABHA)**



**TABLE 15 : PARLIAMENTARY QUESTIONS: STARRED, UNSTARRED AND SHORT NOTICE (FIRST TO FIFTEENTH LOK SABHA)**

Lok Sabha	Starred Questions (SQ)		Unstarred Questions (USQ)		Short Notice Questions (SNQ)			Total: SQ+USQ+SNQ Admitted and Replied		
	Notices Received	Admitted <sup>#</sup> Replied Orally/ Laid on the Table	Notices Received	Admitted <sup>ψ</sup> Replied	Notices Received	Admitted Replied	Replied			
	2	3	4	5	6	7	8	9	10	11
1										
First (1952-57)	83614	27071	27071	6051	15340	15340	2469	314	314	42725
Second (1957-62)	123662	22649	22649	16415	40715	40715	3743	243	243	63607
Third (1962-67)	145580	14936	14936	12021	43134	43134	4733	285	285	58355
Fourth (1967-70)	239558	14833	14833	11827	78467	78467	13357	238	238	93538
Fifth (1971-77)	212636	11285	11285	35961	87251	87251	4101	70	70	98606
Sixth (1977-79)	109999	5052	5052	23372	46094	46094	3674	63	63	51209
Seventh (1980-84)	203964	9232	9232	63640	93721	93721	1617	5	5	102958

<sup>#</sup> Only those Questions included in list of Questions for oral answers.

<sup>ψ</sup> Including Starred Questions admitted but not included in the list of Questions for oral answers.

1	2	3	4	5	6	7	8	9	10	11
Eighth (1985-89)	187945	9115	9115	61299	89256	89256	854	19	19	98390
Ninth (1989-91)	57608	1856	1856	17184	19796	19796	439	7	7	21659
Tenth (1991-96)	265995	8210	8210	63865	82479	82479	465	6	6	90695
Eleventh (1996-97)	79702	2061	2061	17074	21616	21616	87	4	4	23681
Twelfth (1998-99)	60431	1361	1361	12444	14224	14224	59	2	2	15587
Thirteenth (1999-04)	241302	6816	6816	71473	71149	71149	382	18	18	77983
Fourteenth (2004-09)	228662	6218	6218	82775	60445	60445	291	5	5	66668
Fifteenth* (2009- )	167946	3701	3701	68710	41378	41378	75	0	0	45079

\* Upto 9th Session.

## Resolutions

As a device facilitating deliberations by which the Legislature makes its definite views known on specific issues and makes formal recommendations to the Government, the Resolutions occupy a prominent place in the proceedings of the House. Though the Government may not be bound by a Resolution, it cannot ignore it either. Resolutions, particularly on administrative matters raise detached and thought-provoking debates in the House. Of course, no Resolution can be passed without the support of the Government as they command the majority in the Legislature. However, a Resolution withdrawn after getting assurance from the Government is almost as effective as one that has been passed.

The various kinds of resolutions, *i.e.*, Speaker's, Government, Statutory and Private Members', moved, adopted, negatived, withdrawn and the ones on which discussion could not be concluded due to various reasons during each of the fifteen Lok Sabhas are given in *Table 16* followed by *Graph 17*.

## Papers Laid on the Table

In parliamentary parlance, 'Papers Laid on the Table' signify any document, statement, report, rules and regulations, Government notifications, etc., which are laid on the Table of the House in order to bring them on record. The purpose is to make available to Parliament authoritative facts and information with a view to preparing ground for discussion on various matters in the House.

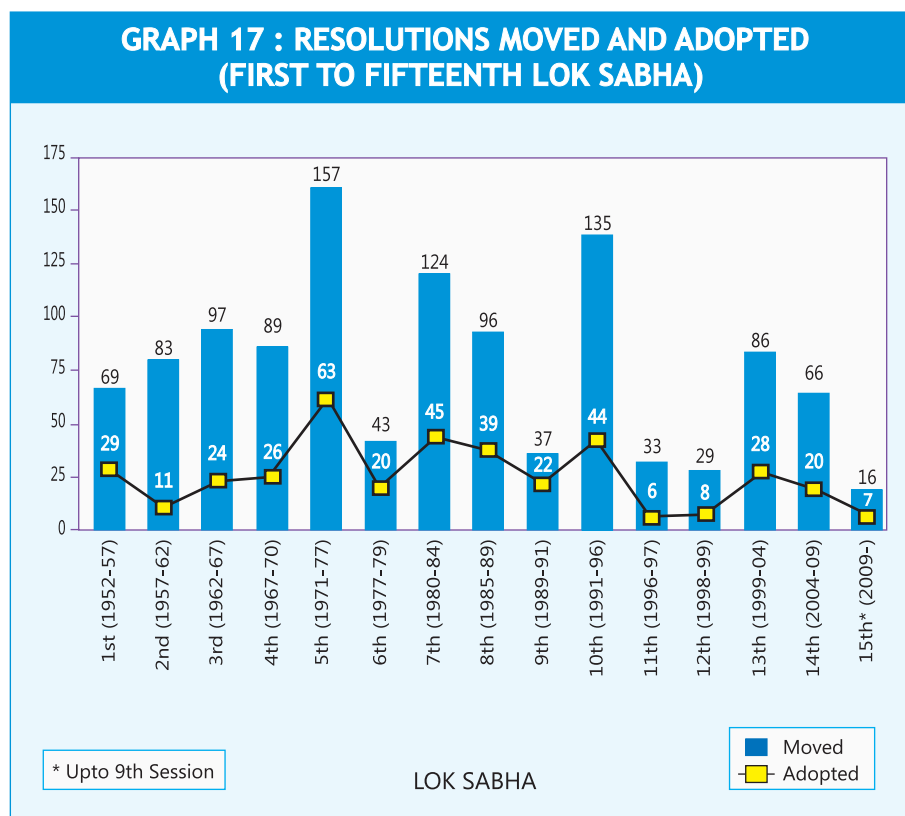
The Lok Sabha is vested with the power of ordering all papers to be laid before it as are necessary for its information. Papers are, however, generally laid in compliance with specific provisions contained in the Constitution, various Central Statutes, Rules of Procedure of the House, Directions issued by the Speaker from time to time and the settled practices and conventions in regard thereto and the recommendations of Parliamentary Committees.

Lok Sabha-wise number of Papers Laid on the Table, during each of the fifteen Lok Sabhas are given in *Table 17* followed by *Graph 18*.

**TABLE 16 : RESOLUTIONS MOVED, DISCUSSED, ADOPTED, NEGATED AND WITHDRAWN  
(FIRST TO FIFTEENTH LOK SABHA)**

Lok Sabha	Speaker's Government					Statutory					Private Members'					Total				
	M&A	M	A	DN		M	A	N	W	DN	M	A	N	W	DN	M	A	N	W	DN
First (1952-57)	-	21	20	1	-	-	-	-	-	-	48	9	24	11	4	69	29	24	11	5
Second (1957-62)	-	9	9	-	8	1	7	-	-	66	1	35	29	1	83	11	42	29	1	
Third (1962-67)	-	5	5	-	14	11	3	-	-	78	8	28	23	19	97	24	31	23	19	
Fourth (1967-70)	1	6	6	-	36	14	18	4	-	46	5	23	7	11	89	26	41	11	11	
Fifth (1971-77)	-	14	14	-	88	45	43	-	-	55	4	18	15	18	157	63	61	15	18	
Sixth (1977-79)	3	6	6	-	9	7	2	-	-	25	4	5	8	8	43	20	7	8	8	
Seventh (1980-84)	3	8	8	-	74	33	41	-	-	39	1	16	8	14	124	45	57	8	14	
Eighth (1985-89)	8	11	11	-	48	20	25	3	-	29	-	7	7	15	96	39	32	10	15	
Ninth (1989-91)	5	4	4	-	20	12	2	6	-	8	1	1	2	4	37	22	3	8	4	
Tenth (1991-96)	7	7	7	-	91	30	36	24	1	30	-	6	8	16	135	44	42	32	17	
Eleventh (1996-97)	1	2	2	-	23	3	7	13	-	7	-	-	3	4	33	6	7	16	4	
Twelfth (1998-99)	-	5	5	-	22	3	6	12	1	2	-	-	1	1	29	8	6	13	2	
Thirteenth (1999-04)	7	12	12	-	36	8	15	13	-	31	1	1	16	13	86	28	16	29	13	
Fourteenth (2004-09)	-	9	9	-	36	11	11	14	-	21	-	2	6	13	66	20	13	20	13	
Fifteenth* (2009- )	2	3	3	-	6	2	2	2	2	5	-	-	5	-	16	7	2	7	-	

\*Upto 9th Session. M: Moved A: Adopted N: Negated W: Withdrawn DN: Discussion not concluded.

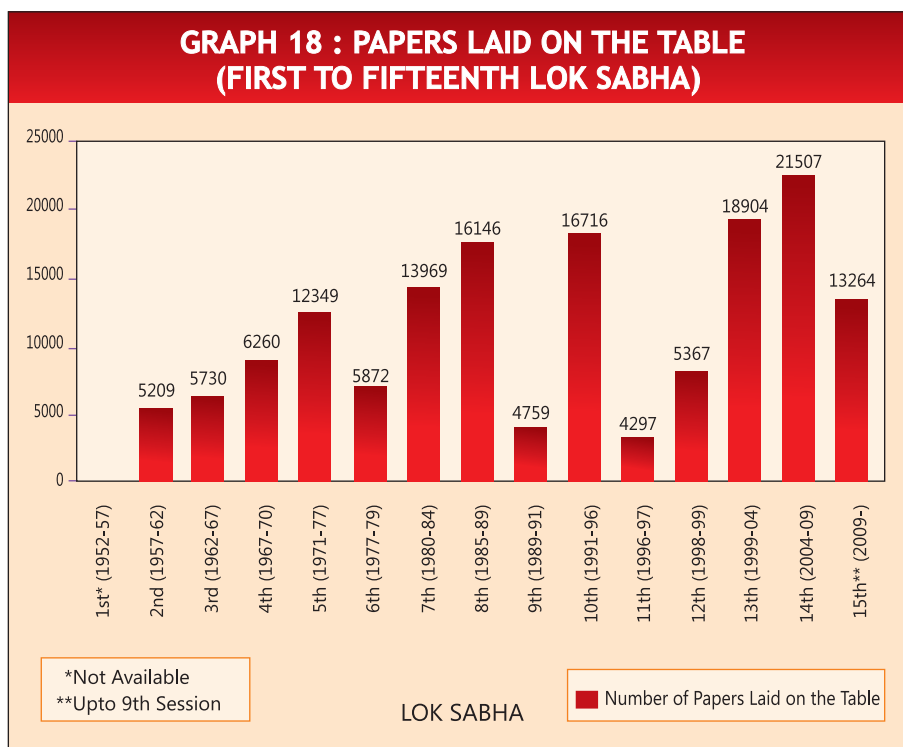


**TABLE 17 : PAPERS LAID ON THE TABLE  
(FIRST TO FIFTEENTH LOK SABHA)**

Lok Sabha	By Government	By Private Members	Total
First (1952-57)	NA	NA	NA
Second (1957-62)	5190	19	5209
Third (1962-67)	5702	28	5730
Fourth (1967-70)	6215	45	6260
Fifth (1971-77)	12326	23	12349

Lok Sabha	By Government	By Private Members	Total
Sixth (1977-79)	5851	21	5872
Seventh (1980-84)	13946	23	13969
Eighth (1985-89)	16138	8	16146
Ninth (1989-91)	4758	1	4759
Tenth (1991-96)	16716	Nil	16716
Eleventh (1996-97)	4297	Nil	4297
Twelfth (1998-99)	5366	1	5367
Thirteenth (1999-04)	18904	Nil	18904
Fourteenth (2004-09)	21507	Nil	21507
Fifteenth* (2009- )	13264	Nil	13264

\* Upto 9th Session.





## CHAPTER VI PARLIAMENTARY COMMITTEES

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The work done by Parliament in modern times is both varied and complex in nature and considerable in volume. But often the time available at its disposal is limited, hampering Parliament's efforts to give close and expert consideration to all the legislative and other matters that come up before it. A substantial part of parliamentary work is, therefore, done by Parliamentary Committees.

Parliamentary Committees are of two types: Standing Committees and *ad hoc* Committees. Standing Committees are elected by the House or nominated by the Speaker (Lok Sabha) every year or from time to time, as the case may be and are permanent in nature, whereas *ad hoc* Committees are constituted to consider and report on specific matters and become *functus officio* as soon as they submit their reports.

Various Standing Committees working under the direction of the Speaker, Lok Sabha are (i) Financial Committees (Committee on Estimates, Committee on Public Accounts and Committee on Public Undertakings); (ii) Committees relating to the day-to-day business of the House (Business Advisory Committee, Committee on Absence of Members from the Sittings of the House, Rules Committee and Committee on Private Members' Bills and Resolutions); (iii) Enquiry Committees (Committee on Petitions and Committee on Privileges); (iv) Scrutiny Committees (Committee on Government Assurances, Committee on Subordinate Legislation, Committee on Papers Laid on the Table, Committee on the Welfare of Scheduled Castes and Scheduled Tribes and Committee on Empowerment of Women); (v) Service Committees, *i.e.*, Committees concerned with the provision of various services, facilities, etc., to members (General Purposes Committee, House Committee, Library Committee, Joint Committee on Salaries and Allowances of Members of Parliament and Joint Committee on Offices of Profit.)

A major step forward for strengthening parliamentary control over Government was initiated in 1993 by setting up 17 Departmentally-Related Standing Committees (DRSCs). The number of DRSCs was increased to 24 during the Fourteenth Lok Sabha. Each DRSC now consists of 31 members, 21 from the Lok Sabha and 10 from the Rajya Sabha. Out of the 24 Standing Committees, 8 are serviced by the Rajya Sabha Secretariat and 16 by the Lok Sabha Secretariat.

### Committees under Lok Sabha

1. Agriculture
2. Chemicals & Fertilizers
3. Coal & Steel
4. Defence
5. Energy
6. External Affairs
7. Finance
8. Food, Consumer Affairs & Public Distribution
9. Information Technology
10. Labour
11. Petroleum & Natural Gas
12. Railways
13. Rural Development
14. Social Justice & Empowerment
15. Urban Development
16. Water Resources

### Committees under Rajya Sabha

1. Commerce
2. Health & Family Welfare
3. Home Affairs
4. Human Resource Development
5. Industry
6. Personnel, Public Grievances, Law & Justice
7. Science & Technology, Environment & Forests
8. Transport, Tourism & Culture

The functions of the Departmentally-Related Standing Committees are to consider, *inter-alia*, the Demands for Grants of the concerned Ministries/Departments; national basic long-term policy documents presented to the Houses and referred to them; Annual Reports of the concerned Ministries/Departments and to examine Bills pertaining to these Ministries/Departments as are referred to them and make reports thereon to the House. The Committees do not consider the matters of day-to-day administration of the concerned Ministries/Departments.

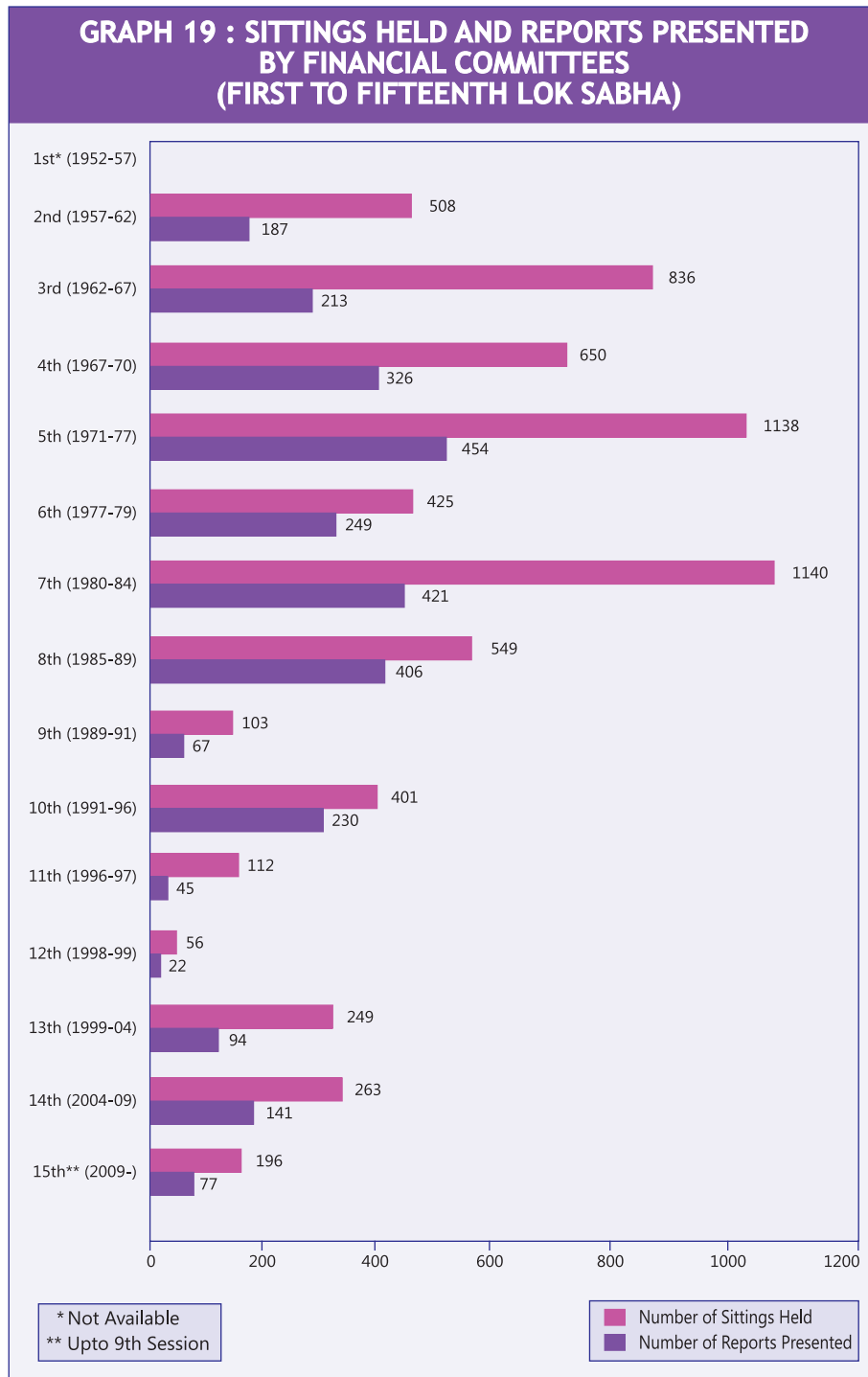
The volume of work done by the Financial Committees in terms of the number of sittings held, duration of sittings and number of reports presented during each of the fifteen Lok Sabhas are detailed in *Table 18* followed by *Graph 19*.

The volume of work done by Departmentally-Related Standing Committees is indicated in *Table 19* followed by *Graph 20*. *Table 20* shows the volume of work done by various other Standing and *ad hoc* Committees.

**TABLE 18 : VOLUME OF WORK DONE  
BY FINANCIAL COMMITTEES  
(FIRST TO FIFTEENTH LOK SABHA)**

Lok Sabha	No. of Sittings held	Duration Hrs.-Mts.	Reports Presented
First (1952-57)	NA	NA	NA
Second (1957-62)	508	1223-00	187
Third (1962-67)	836	2244-00	213
Fourth (1967-70)	650	1366-00	326
Fifth (1971-77)	1138	2678-00	454
Sixth (1977-79)	425	848-00	249
Seventh (1980-84)	1140	2244-20	421
Eighth (1985-89)	549	1209-00	406
Ninth (1989-91)	103	237-00	67
Tenth (1991-96)	401	774-40	230
Eleventh (1996-97)	112	194-55	45
Twelfth (1998-99)	56	87-30	22
Thirteenth (1999-04)	249	351-00	94
Fourteenth (2004-09)	263	344-00	141
Fifteenth* (2009- )	196	362-35	77

\* Upto 9th Session.



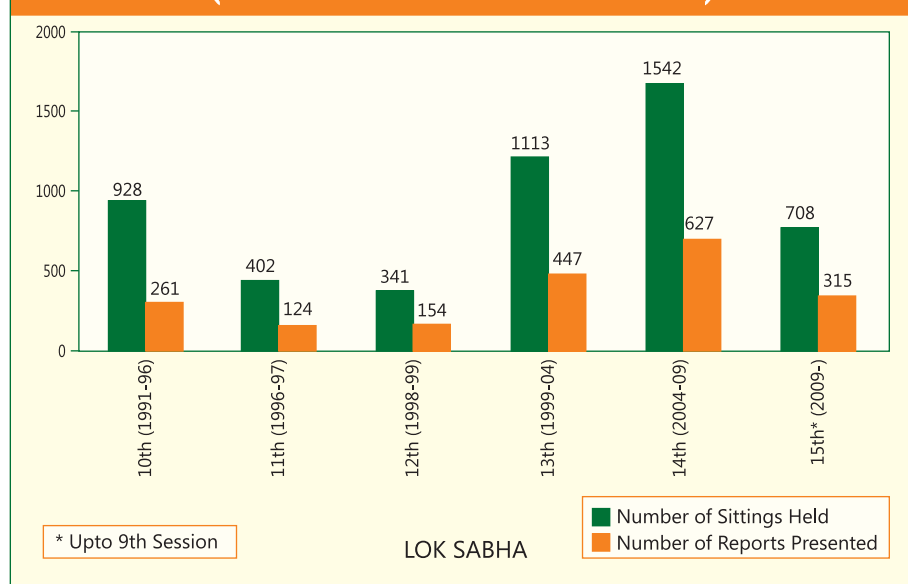
**TABLE 19 : VOLUME OF WORK DONE BY DEPARTMENTALLY RELATED STANDING COMMITTEES\* (TENTH TO FIFTEENTH LOK SABHA)**

Lok Sabha	No. of Sittings Held	Duration Hrs.-Mts.	Reports Presented
Tenth (1991-96)	928	1629-36	261
Eleventh (1996-97)	402	697-50	124
Twelfth (1998-99)	341	683-10	154
Thirteenth (1999-04)	1113	1807-03	447
Fourteenth (2004-09)	1542	2691-35	627
Fifteenth** (2009- )	708	1247-33	315

\* The Departmentally-Related Standing Committees were first constituted on 8 April, 1993 during the Sixth Session of the Tenth Lok Sabha.

\*\* Upto 9th Session.

**GRAPH 20 : SITTINGS HELD AND REPORTS PRESENTED BY DEPARTMENTALLY RELATED STANDING COMMITTEES (TENTH TO FIFTEENTH LOK SABHA)**



**TABLE 20 : VOLUME OF WORK DONE BY OTHER COMMITTEES  
(FIRST TO FIFTEENTH LOK SABHA)**

Lok Sabha	Other Standing Committees		Ad-hoc Committees	
	No. of Sittings Held	Reports Presented	No. of Sittings Held	Reports Presented
First (1952-57)	NA	NA	NA	NA
Second (1957-62)	406	241	312	36
Third (1962-67)	386	207	280	33
Fourth (1967-70)	643	209	295	21
Fifth (1971-77)	1017	357	579	26
Sixth (1977-79)	540	223	98	3
Seventh (1980-84)	955	329	202	5
Eighth (1985-89)	923	330	55	2
Ninth (1989-91)	217	70	2	Nil
Tenth (1991-96)	703	324	96	1
Eleventh (1996-97)	157	75	Nil	Nil
Twelfth (1998-99)	110	42	8	1
Thirteenth (1999-04)	476	184	105	22
Fourteenth (2004-09)	489	254	123	21
Fifteenth* (2009- )	296	126	74	10

\* Upto 9th Session.

## CHAPTER VII

### MOTIONS OF CONFIDENCE AND NO-CONFIDENCE

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Collective responsibility in a parliamentary system implies that the Council of Ministers is always accountable to the Parliament. The Executive must, at all times, enjoy the confidence of the House both for governance and for providing legitimacy to its authority. The Council of Ministers has to demonstrate its majority support, whenever required, either by winning a Confidence Motion or by defeating a No-confidence Motion. Article 75(3) of the Constitution of India provides for the collective ministerial responsibility to the Lok Sabha.

From the First Lok Sabha to the Ninth Session of the Fifteenth Lok Sabha, spanning almost 60 years, 26 notices of No-confidence Motions and 12 notices of Confidence Motions have been admitted. The House discussed all the 26 No-confidence Motions and eleven of the twelve Confidence Motions. A total time of 471 hours and 47 minutes, spanning 86 days, was devoted to discussing all the 26 Motions of No-confidence and 11 Motions of Confidence (*Table 21* and *Graph 21*).

#### Rules of Procedure

The usual procedure for expressing a lack of confidence in the Council of Ministers is through a Motion of No-confidence under Rule 198 of the Rules of Procedure and Conduct of Business in Lok Sabha. However, there is no separate rule in the Rules of Procedure relating to a Motion of Confidence in the Council of Ministers. A Motion of Confidence is admitted and discussed under Rule 184 under the category of motions. Decisions on such motions are taken under Rule 191 by putting every question necessary to determine the decision of the House on the original question. In the event of receiving notices for both Confidence and No-confidence Motions, the former being a Government motion gets precedence over the latter. Under the rules, for a No-confidence Motion to be admitted, not less than 50 members should rise in their seats supporting such a motion.

#### Motions in Different Lok Sabhas

The First Lok Sabha did not discuss any No-confidence Motion. Although a notice of No-confidence Motion was received in the Second Lok Sabha, it was not granted leave of the House due to the lack of requisite number of members supporting it. A Motion of No-confidence, for the first time, was discussed in the Third Lok Sabha. This was moved by Shri J.B. Kripalani

**TABLE 21 : NO-CONFIDENCE MOTIONS (NCMs) AND CONFIDENCE MOTIONS (CMs) ADMITTED IN VARIOUS LOK SABHAS**

Lok Sabha (Duration)	No. of NCMs	No. of CMs	NCM against Prime Minister/ Cabinet	CM for Prime Minister/ Cabinet	Speaker when NCM/CM was adopted/ discussed	Time taken for discussion Hrs.      Mts.	Date of Voting	Divisional Result (Ayes/Noes)
1	2	3	4	5	6	7	8	9
First (17.04.1952-04.04.1957)	-	-	-	-	-	-	-	-
Second (05.04.1957-31.03.1962)	-	-	-	-	-	-	-	-
Third (02.04.1962-03.03.1967)	6	-	-	-	-	-	-	-
	-	-	Jawaharlal Nehru	-	Hukam Singh	21      33	22.8.1963	Negative (62/347)
	-	-	Lal Bahadur Shastri	-	Hukam Singh	24      34	18.9.1964	Negative (50/307)
	-	-	Lal Bahadur Shastri	-	Hukam Singh	10      50	16.3.1965	Negative (44/315)
	-	-	Lal Bahadur Shastri	-	Hukam Singh	15      48	26.8.1965	Negative (66/318)
	-	-	Indira Gandhi	-	Hukam Singh	15      25	4.8.1966	Negative (61/270)



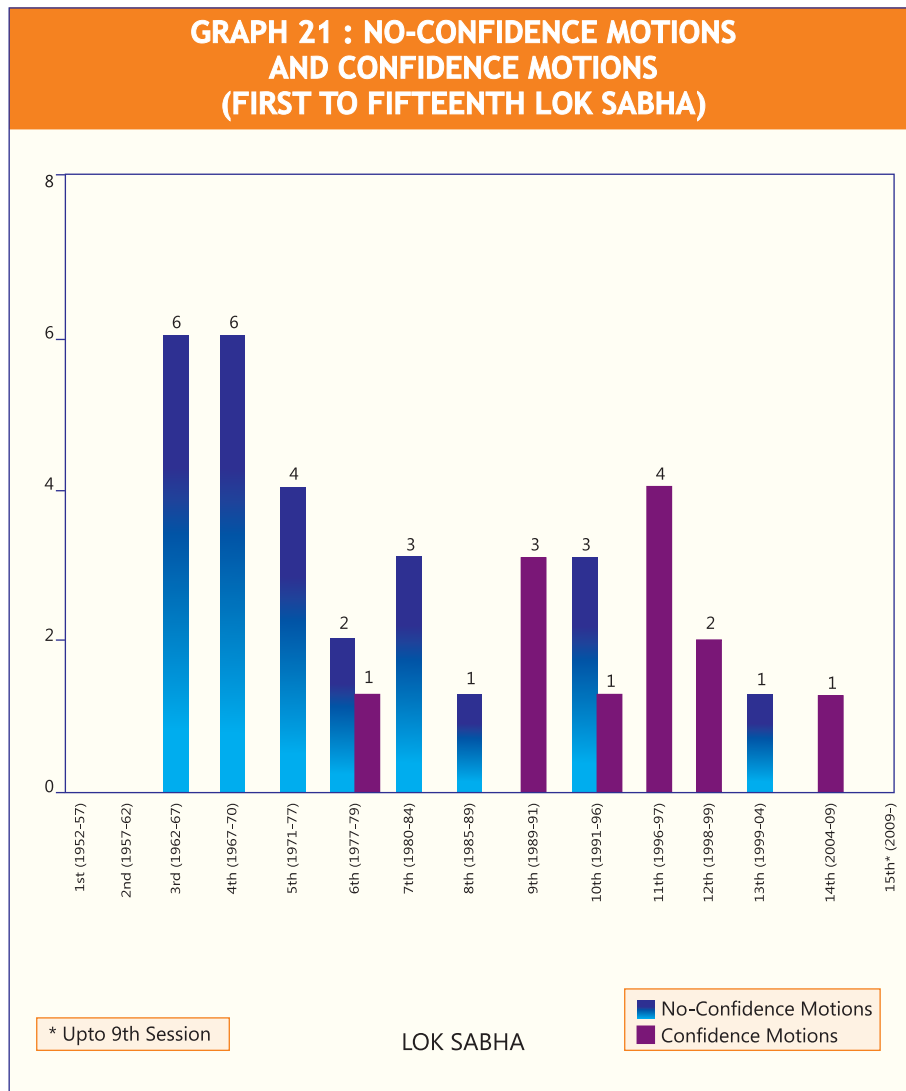
1	2	3	4	5	6	7	8	9	
	–	–	Indira Gandhi	–	Hukam Singh	13	27	7.11.1966	Negatived (36/235)
Fourth (04.03.1967- 27.12.1970)	6	–	–	–	–	–	–	–	–
	–	–	Indira Gandhi	–	N. Sanjiva Reddy	8	13	20.3.1967	Negatived (162/257)
	–	–	Indira Gandhi	–	N. Sanjiva Reddy	11	25	24.11.1967	Negatived (88/215)
	–	–	Indira Gandhi	–	N. Sanjiva Reddy	6	27	28.2.1968	Negatived (75/205)
	–	–	Indira Gandhi	–	N. Sanjiva Reddy	11	25	13.11.1968	Negatived (90/222)
	–	–	Indira Gandhi	–	N. Sanjiva Reddy	10	6	20.2.1969	Negatived (86/215)
	–	–	Indira Gandhi	–	G.S. Dhillon	9	20	29.7.1970	Negatived (137/243)
Fifth (15.03.1971- 18.01.1977)	4	–	–	–	–	–	–	–	–
	–	–	Indira Gandhi	–	G.S. Dhillon	11	21	22.11.1973	Negatived (54/251)
	–	–	Indira Gandhi	–	G.S. Dhillon	11	16	10.5.1974	Negatived (By voice vote)
	–	–	Indira Gandhi	–	G.S. Dhillon	14	1	25.7.1974	Negatived (63/297)
	–	–	Indira Gandhi	–	G.S. Dhillon	6	6	9.5.1975	Negatived (By voice vote)

1	2	3	4	5	6	7	8	9
Sixth (23.03.1977- 22.08.1979)	2	1	-	-	-	-	-	-
	-	-	Morarji Desai	-	K.S. Hegde	10	19	11.5.1978
	-	-	Morarji Desai	-	K.S. Hegde	9	13	Inconclusive discussion
	-	-	-	Charan Singh	K.S. Hegde	-	-	Motion not moved
Seventh (10.01.1980- 31.12.1984)	3	-	-	-	-	-	-	-
	-	-	Indira Gandhi	-	Bal Ram Jajhar	10	40	9.5.1981
	-	-	Indira Gandhi	-	Bal Ram Jajhar	9	47	17.9.1981
	-	-	Indira Gandhi	-	Bal Ram Jajhar	10	3	16.8.1982
Eighth (31.12.1984- 27.11.1989)	1	-	-	-	-	-	-	-
	-	-	Rajiv Gandhi	-	Bal Ram Jajhar	12	45	11.12.1987
Ninth (02.12.1989- 13.03.1991)	-	3	-	-	-	-	-	-
	-	-	-	V.P. Singh	Rabi Ray	5	20	21.12.1989
	-	-	-	-	-	-	-	Adopted (By voice vote)

1	2	3	4	5	6	7	8	9
	—	—	—	V.P. Singh	Rabi Ray	11	12	Negated (152/356)
	—	—	—	Chandra Shekhar	Rabi Ray	6	21	Adopted (280/214)
Tenth (20.06.1991- 10.05.1996)	3	1	—	—	—	—	—	—
	—	—	—	P.V. Narasimha Rao	Shivraj V. Patil	7	35	Adopted (240/109)
	—	—	P.V. Narasimha Rao	—	Shivraj V. Patil	14	00	Negated (225/271)
	—	—	P.V. Narasimha Rao	—	Shivraj V. Patil	21	44	Negated (111/336)
	—	—	P.V. Narasimha Rao	—	Shivraj V. Patil	18	20	Negated (251/265)
Eleventh (15.05.1996- 04.12.1997)	—	4	—	—	—	—	—	—
	—	—	—	A.B. Vajpayee	P.A. Sangma	10	43	PM announced his intention to resign
	—	—	—	H.D. Deve Gowda	P.A. Sangma	12	28	Adopted (By voice vote)
	—	—	—	H.D. Deve Gowda	P.A. Sangma	11	45	Negated (190/338)
	—	—	—	I.K. Gujral	P.A. Sangma	9	3	Adopted (By voice vote)

1	2	3	4	5	6	7	8	9	
Twelfth (10.03.1998- 26.04.1999)	-	2	-	-	-	-	-	-	
	-	-	-	A.B. Vajpayee	G.M.C. Balyogi	17	56	28.3.1998	Adopted (275/260)
	-	-	-	A.B. Vajpayee	G.M.C. Balyogi	24	58	17.4.1999	Negated (269/270)
Thirteenth (10.10.1999- 06.02.2004)	1	-	-	-	-	-	-	-	
	-	-	A.B. Vajpayee	-	Manohar Joshi	21	07	19.08.2003	Negated (189/314)
Fourteenth (17.05.2004- 18.05.2009)	-	1	-	-	-	-	-	-	
	-	-	-	Manmohan Singh	Somnath Chatterjee	15	11	22.7.2008	Adopted (275/256)
Fifteenth* (18.05.2009- )	-	-	-	-	-	-	-	-	

\* Upto 9th Session.



against the Council of Ministers of Pandit Jawaharlal Nehru on 19 August 1963. Later, during the remaining period of the Third Lok Sabha, leave of the House in respect of five more Motions of No-confidence was granted and these were discussed in the House. This trend continued during the Fourth Lok Sabha which discussed an equal number of six Motions of No-confidence. During the Fifth Lok Sabha, four Motions of No-confidence were discussed. Two Motions of No-confidence were taken up in the Sixth Lok Sabha, while the Seventh and the Tenth Lok Sabhas discussed three Motions of No-confidence each. The Eighth and the Thirteenth

Lok Sabhas discussed one Motion of No-confidence each. The First, Second, Ninth, Eleventh, Twelfth, Fourteenth and the Fifteenth Lok Sabhas (up to the Ninth Session of the Fifteenth Lok Sabha) did not discuss any Motion of No-confidence. Thus, it may be seen that the Third and the Fourth Lok Sabhas discussed the highest number of six Motions of No-confidence each, followed by the Fifth Lok Sabha which accounted for four Motions of No-confidence.

The first ever notice for a Motion of Confidence was given by Prime Minister Ch. Charan Singh in August 1979 during the Sixth Lok Sabha. The notice was admitted and the motion was to be moved on 20 August 1979. The motion, however, was not moved as Ch. Charan Singh tendered his resignation earlier in the day following the withdrawal of support to his Council of Ministers by one of the supporting parties. In the Seventh and Eighth Lok Sabhas, the ruling party enjoyed a comfortable majority and as such no Confidence Motion was required to be moved in either of these Lok Sabhas. Thereafter, the elections to the Ninth, Tenth, Eleventh and Twelfth Lok Sabhas did not give a clear majority to any party or coalition of parties. Therefore, after the Ninth, Tenth, Eleventh and Twelfth General Elections, while extending invitation for the formation of Governments, the respective Presidents asked the Prime Ministers-designate to prove their majority support in the Lok Sabha. The Ninth Lok Sabha witnessed debate on three Confidence Motions, the Tenth Lok Sabha one, the Eleventh Lok Sabha a record number of four Confidence Motions and the Twelfth Lok Sabha two Confidence Motions. One Motion of Confidence was admitted and discussed during the Fourteenth Lok Sabha. The First to the Fifth Lok Sabha, and later the Thirteenth Lok Sabha and the Fifteenth Lok Sabha (up to the Ninth Session) did not take up any Confidence Motion.

### **Motions during Tenures of Different Prime Ministers**

Among the seven Prime Ministers against whom the 26 Motions of No-confidence were moved, Smt. Indira Gandhi alone faced 15 Motions of No-confidence during her 16 year tenure—12 during the period between 1966 and 1977 and the remaining three between 1980 and 1984. Prime Ministers Shri Lal Bahadur Shastri and Shri P.V. Narasimha Rao faced three Motions of No-confidence each while two Motions of No-confidence were moved against the Council of Ministers of Shri Morarji Desai. Prime Ministers Pandit Jawaharlal Nehru, Shri Rajiv Gandhi and Shri Atal Bihari Vajpayee (during his third term from October 1999 to February 2004) faced one Motion of No-confidence each against their Council of Ministers. Prime Ministers Ch. Charan Singh, Shri V.P. Singh, Shri Chandra Shekhar, Shri Atal Bihari Vajpayee (during his first two terms from May to June 1996 and from March 1998 to April 1999), Shri H.D. Deve Gowda, Shri I.K. Gujral and Dr. Manmohan Singh did not face any such motion.

The notices for the twelve Motions of Confidence moved so far in the Lok Sabha were given by eight Prime Ministers. Among the Prime Ministers, the highest number of three Motions of Confidence were moved by Prime Minister Shri Atal Bihari Vajpayee in the Eleventh and the Twelfth Lok Sabhas. Two Motions of Confidence each were moved by Shri V.P. Singh in the Ninth Lok Sabha and Shri H.D. Deve Gowda in the Eleventh Lok Sabha. Prime Ministers Shri Chandra Shekhar (Ninth Lok Sabha), Shri P.V. Narasimha Rao (Tenth Lok Sabha), Shri I.K. Gujral (Eleventh Lok Sabha) and Dr. Manmohan Singh (Fourteenth Lok Sabha) moved one Motion of Confidence each in their Council of Ministers. The Motion of Confidence of Ch. Charan Singh was not taken up since he resigned before it could be taken up. The need to seek the trust of the House did not arise in the case of Prime Ministers Pandit Jawaharlal Nehru, Shri Lal Bahadur Shastri, Smt. Indira Gandhi, Shri Morarji Desai and Shri Rajiv Gandhi. Prime Ministers Shri P.V. Narasimha Rao and Shri Atal Bihari Vajpayee not only sought the trust of the House but also faced Motion of No-confidence against their Council of Ministers. Shri Atal Bihari Vajpayee was the only member who moved a Motion of No-confidence against an incumbent Government, faced a Motion of No-confidence as Prime Minister and moved a Motion of Confidence in his Council of Ministers.

### Speakers Chairing the Debate

The 26 Motions of No-confidence were discussed during the tenure of seven Speakers. Sardar Hukam Singh, the Speaker of the Third Lok Sabha, presided over the debate on the highest number of six Motions of No-confidence, followed by Speakers Dr. N. Sanjiva Reddy (during his first term from 1967 to 1969) and Dr. G.S. Dhillon who chaired the debate on five Motions of No-confidence each. Dr. Bal Ram Jakhar, the Speaker of the Seventh and Eighth Lok Sabhas, presided over the debate on four Motions of No-confidence, Shri Shivraj V. Patil (Tenth Lok Sabha) on three motions, Shri K.S. Hegde on two motions (Sixth Lok Sabha) and Shri Manohar Joshi on one Motion of No-confidence (Thirteenth Lok Sabha). During the tenures of Speakers Shri G.V. Mavalankar, Shri M.A. Ayyangar, Shri B.R. Bhagat, Dr. N. Sanjiva Reddy (second tenure from March to July 1977), Shri Rabi Ray, Shri P.A. Sangma, Shri G.M.C. Balayogi and Shri Somnath Chatterjee, no Motion of No-confidence was discussed. No motion of Confidence or No-confidence has been discussed in the present Lok Sabha presided over by the Speaker of Lok Sabha, Smt. Meira Kumar.

As regards the eleven Motions of Confidence moved during the tenure of five Speakers, Shri P.A. Sangma, Speaker of the Eleventh Lok Sabha, presided over the debate on the highest number of four Motions of

Confidence, followed by Shri Rabi Ray (Ninth Lok Sabha) who chaired the debate on three Motions of Confidence. Shri G.M.C. Balayogi (Twelfth Lok Sabha) presided over the debate on two Motions of Confidence, and Shri Shivraj V. Patil and Shri Somnath Chatterjee on one Motion of Confidence each. Shri K.S. Hegde was the Speaker when the Motion of Confidence of Ch. Charan Singh was admitted but not taken up in August 1979. During the tenure of Speakers Shri G.V. Mavalankar, Shri M.A. Ayyangar, Sardar Hukam Singh, Dr. N. Sanjiva Reddy, Dr. G.S. Dhillon, Shri B.R. Bhagat, Dr. Bal Ram Jaxhar and Shri Manohar Joshi, no such motion was discussed. No such motion has been taken up by the present Fifteenth Lok Sabha. Shri Shivraj V. Patil, the Speaker of the Tenth Lok Sabha chaired the debate on both No-confidence and Confidence Motions.

### Time Taken

A total of 471 hours and 47 minutes was devoted to discussing all the 26 Motions of No-confidence and 11 Motions of Confidence. A total time of 339 hours and 15 minutes spanning 68 days was taken up by the Lok Sabha in debating the No-confidence Motions. The total time taken in debating the eleven Confidence Motions (excluding the motion given notice of by Ch. Charan Singh which was not taken up) was 132 hours and 32 minutes spread over 18 days. Individually, the No-confidence Motion moved by Shri N.C. Chatterjee against the Prime Minister Shri Lal Bahadur Shastri and his Council of Ministers was discussed for the longest duration of 24 hours and 34 minutes spread over six days in September 1964, while the No-confidence Motion moved by Shri Jyotirmoy Bosu against the Cabinet of Smt. Indira Gandhi in May 1975 was debated for the shortest time of 6 hours and 6 minutes. The Confidence Motion moved by Shri A.B. Vajpayee in April 1999 was discussed for the longest duration of 24 hours and 58 minutes spread over three days. The shortest discussion lasting 5 hours and 20 minutes on 21 December 1989 was in respect of the first Confidence Motion moved by Shri V.P. Singh.

### Outcome

Insofar as the disposal of the No-confidence Motions was concerned, 25 of these motions were negatived – 21 by division and four by voice vote. One Motion led to the resignation of the Council of Ministers headed by Prime Minister Shri Morarji Desai on 15 July 1979, although the discussion on the Motion was inconclusive. In terms of the margin of votes, the first ever Motion of No-confidence moved by Shri J.B. Kripalani in August 1963 was negatived with the widest margin of 285 votes whereas the



No-confidence Motion of Shri Ajay Mukhopadhyay against the Cabinet of Shri P.V. Narasimha Rao voted on 28 July 1993 was negated with the narrowest margin of 14 votes.

Of the twelve Motions of Confidence, seven motions were adopted—three by voice vote and four by division. The other five Motions of Confidence resulted in the fall of the Government of Ch. Charan Singh (though he resigned before the Motion was taken up in August 1979); Shri V.P. Singh (in November 1990); Shri Atal Bihari Vajpayee (during his first term in May 1996, though he announced his decision to resign before the motion was voted upon, and in his second term in April 1999); and Shri H.D. Deve Gowda (in April 1997). In terms of margin of division, the Confidence Motion moved by Shri V.P. Singh in November 1990 was negated with the widest margin of 204 votes whereas the Confidence Motion of Shri P.V. Narasimha Rao in July 1991 was adopted with the widest margin of 131 votes. While the Confidence Motion moved by Shri Atal Bihari Vajpayee in March 1998 was adopted by the narrowest margin of 15 votes, his other Motion voted in April 1999, was lost by the narrowest margin of a single vote.

## CHAPTER VIII

### PROCEDURAL INITIATIVES AND INNOVATIONS

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The success of the Indian parliamentary democracy in the past six decades can mainly be attributed to its responsiveness to the changing needs of the time. In order to ensure smooth functioning of the day-to-day proceedings, the Parliament of India has introduced several innovations, and, whenever necessary, revised the existing procedures to make Parliament and its Committees effective to meet the rising expectations of the people from their elected representatives. Some of the major initiatives and innovations introduced by the Indian Parliament include Calling Attention Notices, Half-an-Hour Discussions, Short Duration Discussions, Business Advisory Committee, Committee on Government Assurances, Committee on Papers Laid on the Table of the House, etc. Some other initiatives of far-reaching importance insofar as parliamentary developments are concerned have been the setting up of the Departmentally-Related Standing Committees (DRSCs), Ethics Committee, Committee on the Members of Parliament Local Area Development Scheme (MPLADS) and Committee on Empowerment of Women.

#### Parliamentary Committees

The Parliament of India transacts a great deal of its business through Committees. A strong and extensive Committee system enables the Parliament to not only oversee the functioning of the Executive but also saves House time for discussion on important matters and prevents Parliament from getting lost in details.

#### *Business Advisory Committee*

The need to have a Committee of the House entrusted with the task of allocating time to various Government, legislative and other business was greatly felt by Speaker Shri G.V. Mavalankar. He felt that in the absence of any procedure regarding allocation of time in respect of various items of business, excepting financial matters, the Speaker was always placed in a delicate position in regard to curtailment of debate and, in particular, in accepting a closure motion, if moved. He did not approve of the British procedure of an 'allocation of time' motion as he felt it might involve too much time. Rules to set up the Business Advisory Committee were thus framed in 1951 and the Committee came into existence on 14 July 1952.

The function of the Committee is to recommend time for the discussion of various stages of Government Bills and other business<sup>1</sup> which the Speaker, in consultation with the Leader of the House, may direct to be referred to the Committee. However, in practice, the Committee also recommends allocation of time for discussion of financial business, namely, general discussion on the Budget, Demands for Grants in respect of various Ministries, Finance Bills and discussion on the Motion of Thanks on the Address by the President, though the power to allot time to such items is vested in the Speaker in consultation with the Leader of the House.

### *Committee on Government Assurances*

The Committee on Government Assurances is also an innovation of the Indian Parliament with the first Committee having being nominated in 1953. The purpose behind this innovation was to institutionalize the procedure to ensure the fulfilment of promises and undertakings given from time to time by the Ministers on the floor of the House. The Committee scrutinizes the assurances, promises and undertakings given by the Ministers from time to time on the floor of the House and reports on the extent to which such assurances, etc., have been implemented and also sees whether such implementation has taken place within the minimum time necessary for the purpose.

### *Committee on Papers Laid on the Table*

The Government lays before Parliament a large number of notifications, reports, audited accounts and other papers during every session of Parliament. Earlier, while some of these reports/papers used to be referred to different Parliamentary Committees, including the Committee on Subordinate Legislation, bulk of these papers remained largely unattended to. It was in this background that the first Committee on Papers Laid on the Table was constituted in June 1975, and, since then, has become a regular feature. The Committee examines all the papers laid on the Table of the House by Ministers and reports to the House whether there has been compliance of the provisions of the Constitution, Act, rule or regulation under which the paper has been laid; whether there has been any unreasonable delay in laying the paper; if there has been such delay, whether a statement explaining the reasons for delay has been laid on the Table of the House and whether those reasons are satisfactory; whether both the Hindi and English versions of the paper have been laid on the Table; and whether a statement explaining the reasons for not laying the Hindi version has been given and whether such reasons are satisfactory.

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<sup>1</sup> The term "other business" has been defined to mean business other than Private Members' Bills and Resolutions. Allocation of time to Private Members' Bills and Resolutions is considered by the Committee on Private Members' Bills and Resolutions.

A provision has also been made in the rules that a member wishing to raise any of the matters which come within the functions of this Committee shall refer it to the Committee and not raise it in the House.

### *Committee on Empowerment of Women*

The Constitution of India and other laws ensure equality and accord due status to women while protecting them against discrimination and exploitation. Considering the growing need for empowerment of women and their upliftment, two identical resolutions for constituting a standing committee of both the Houses for improving the status of women were moved in the Rajya Sabha and the Lok Sabha on the occasion of the International Women's Day on 8 March 1996. Subsequently, the Committee on Empowerment of Women was constituted on 29 April 1997.

The Committee on Empowerment of Women, among other things, considers the reports submitted by the National Commission for Women and reports on the measures that should be taken by the Union Government for improving the status/conditions of women in respect of matters within the purview of the Union Government, including the Administrations of the Union territories. The Committee also examines the measures taken by the Union Government to secure for women equality, status and dignity in all matters and also examines the measures taken by the Union Government for comprehensive education and adequate representation of women in legislative bodies/services and other fields.

### *Committee on Members of Parliament Local Area Development Scheme*

During the Fourth Session of the Twelfth Lok Sabha, a new *ad hoc* Committee on Members of Parliament Local Area Development Scheme (Lok Sabha) was constituted. A Members of Parliament Local Area Development Scheme (MPLADS) was introduced by Government of India with effect from 23 December 1993 whereby each member could suggest to the District Collector developmental works to be done within his or her constituency. An amount of rupees one crore per year per member was allotted for the purpose. The amount was raised to rupees two crore in 1998 and to rupees five crore in 2011.

The main functions of the Committee are to monitor and review periodically the performance and problems in implementation of the MPLAD Scheme (Lok Sabha) and to consider complaints of members of Lok Sabha in regard to the Scheme.

### *Ethics Committee*

A 15-member Committee on Ethics in Lok Sabha was constituted by the Speaker on 16 May 2000. The functions of the Committee were to

oversee the moral and ethical conduct of members and examine every complaint relating to unethical conduct of a member or connected with his parliamentary conduct and frame rules specifying acts which constitute unethical conduct. The Committee may also *suo motu* take up for consideration and investigation matters relating to ethics, including matters relating to unethical conduct by members wherever felt necessary and make such recommendations as deemed fit.

The Ethics Committee (Thirteenth Lok Sabha), in their First Report which was adopted by the Lok Sabha on 16 May 2002, *inter alia* recommended that members should abide by general principles which were laid down in the Report. The Committee also recommended broad parameters *vis-a-vis* procedure for making ethics complaints as well as norms with regard to financial disclosures and declarations of interests by members. As of now, as per the Members of Lok Sabha (Declaration of Assets and Liabilities) Rules, 2004, made by the Speaker, Lok Sabha, every elected candidate for the House of the People shall, within 90 days from the date on which he makes and subscribes oath or affirmation for taking his seat, furnish to the Speaker in the prescribed form information regarding the movable and immovable property of which he, his spouse and his dependent children are jointly or severally owners or beneficiaries; his liabilities to any public financial institutions; and his liabilities to the Central Government or to the State Government.

#### *Departmentally-Related Standing Committees*

As has already been mentioned, 17 Departmentally-Related Standing Committees were constituted in 1993 which were further reorganized into 24 Committees in July 2004. During the Fourteenth Lok Sabha, a new Directive 73A was added to the *Directions by the Speaker, Lok Sabha* on 1 September 2004 to make the role of the DRSCs more meaningful. According to the Direction, the Ministers concerned shall make a statement in the House, once in six months, on the status of implementation of the recommendations of the DRSCs with regard to his/her Ministry. The new Direction is a procedural innovation as it infuses accountability at the highest level of the Government towards timely implementation of important recommendations of DRSCs. During the Fourteenth Lok Sabha and the Fifteenth Lok Sabha (upto the end of the 9th Session), 386 and 110 Statements respectively, were made/laid by the Ministers concerned under Direction 73A.

#### *Rescheduling of Committee Meetings*

In pursuance of Rule 389 of the Rules of Procedure and Conduct of Business in Lok Sabha, the Hon'ble Speaker, Smt. Meira Kumar, has made an addition to the Directions relating to last minute cancellation of sittings of the Committees only for reason of the absence/non-availability of the

Chairman. According to the new direction, 'no sitting of a Committee shall be cancelled or preponed or postponed by the Chairman of a Committee by reason only of his absence from the sitting already fixed or his immediate non-availability for the sitting'.

### *Inviting local MPs to the sittings of Parliamentary Committees during Study Tours*

Appreciating the importance of inputs that can come from local MPs, the Speaker, Smt. Meira Kumar, took the initiative to regulate the matter uniformly in all the Committees. Accordingly, a new procedure has been laid down which makes it possible for the Chairman to invite local MPs to the sittings of Parliamentary Committees while on Study Tours so as to get their inputs or feedbacks on the issue concerned, especially in the backdrop of implementation of centrally sponsored schemes.

### *Committee on Welfare of Other Backward Classes*

A decision has been taken to form a Committee of both the Houses called the Committee on Welfare of Other Backward Classes consisting of 30 members, 20 from Lok Sabha and 10 from Rajya Sabha. A motion in this respect was moved and adopted by the Lok Sabha on 21 December 2011. The Committee, amongst others, will consider the reports submitted by the National Commission for Backward Classes and report to both the Houses as to the measures that should be taken by the Union Government in respect of matters within the purview of the Union Government including the Administrations of the Union territories. It will also report to both the Houses on the actions taken by the Union Government and the Administrations of the Union territories on the measures proposed by the Committee and examine the measures taken by the Union Government to secure due representation of other Backward Classes particularly the Most Backward Classes, in services and posts under its control having regard to the provisions of the Constitution.

### *Committee for Preserving the Heritage Character of Parliament House Complex*

The Lok Sabha Speaker has constituted a Joint Parliamentary Committee on Maintenance of Heritage Character and Development of Parliament House Complex. The main function of the Committee is to formulate policies, guidelines and programmes on conservation, restoration, rehabilitation and maintenance works in Parliament House Complex in accordance with standard conservation principles and procedures. The 13-member Committee was constituted by the Speaker, Lok Sabha on 15 December 2009. The Speaker is the Chairperson of the Committee.

## Procedural Innovations

### *Half-an-Hour Discussion*

There are times when a member may feel dissatisfied with the answer given to a Parliamentary Question. In such circumstances, the member can, by giving a notice, raise the matter under the device of Half-an-Hour Discussion and seek further elucidation on a matter of fact. If the notice is admitted, the discussion is held for a period of half-an-hour in the last thirty minutes of a sitting. Half-an-Hour discussions are normally held on three sittings in a week, namely, Monday, Wednesday and Friday. However, during the Budget Session, normally not more than one Half-an-Hour Discussion is put down in a week till the disposal of financial business.

### *Short Duration Discussion*

In order to provide opportunities to members to discuss matters of urgent public importance on the floor of the House, a convention was established in March 1953 whereby members could raise discussions for short duration without a formal motion or vote thereon. Prior to 1953, there was no provision in the Rules for raising a discussion in the House on a matter of urgent public importance except by way of a resolution or a motion. Whenever members wanted to draw the attention of the Government to a matter of public importance, they resorted to a motion for adjournment. As an adjournment motion is in the nature of a censure motion, recourse to such a procedure for raising discussion in the House on matters of any consequence was not considered proper in the nascent democratic republican set-up where the Government had become answerable to Parliament. This procedure, which started as a convention, later became part of the Rules.

Rules provide that any member desirous of raising a discussion on a matter of urgent public importance may give notice to the Speaker in writing specifying clearly and precisely the matter desired to be raised. The notice shall be required to be accompanied by an explanatory note stating reasons for raising discussion on the matter in question and be supported by the signatures of at least two other members.

### *Calling Attention to Matters of Urgent Public Importance*

The need to evolve the device of Calling Attention Notices was felt since no precise procedure was available to a private member to raise, at short notice, an important matter. The procedure of adjournment motion was frequently used for such purposes. Since an adjournment motion was in the nature of a censure motion and its scope was considerably restricted, its use for other purposes was deprecated.

The Rule 197 governing the Calling Attention Notices was embodied in the Rules of Procedure on 1 January 1954. The procedure combines the asking of a question for answer with supplementaries and short comments in which all points of view are expressed concisely and precisely, and the Government has adequate opportunity to state its case. Sometimes it gives opportunity to members to criticize the Government directly or indirectly, and to bring to the surface the failure or inadequate action of Government on an important matter. The procedure helps members to point out any shortcoming in the actions of the Government in dealing with a matter.

### *Matters under Rule 377*

Under Rule 377 of the Rules of Procedure and Conduct of Business in the Lok Sabha, members may, with the prior consent of the Speaker, bring to the notice of the House any matter which is not a Point of Order or which cannot otherwise be raised under the Rules. The relevant proceedings regarding matters raised under Rule 377 are sent to the Ministers concerned for reply direct to the members concerned within one month of raising of such matter, under intimation to the Lok Sabha Secretariat.

On 5 November 2009, the Speaker took a decision with respect to the procedure to be followed to treat matters under Rule 377 as laid on the Table of the House. As per the decision, in case it is decided by the Chair that the matters under Rule 377 will be treated as laid on the Table of the House, an announcement shall be made by the Chair that those members who have been permitted to raise matters under Rule 377 on that day may send slips at the Table within 20 minutes. Thereafter, members who have been permitted and are desirous of laying their matters may personally hand over slips at the Table within 20 minutes for inclusion of their matters in the proceedings of the House. Only those matters shall be treated as laid and shall form part of the proceedings for which slips have been received at the Table within the stipulated time. Matters under Rule 377 for which slips are not received at the Table shall not form part of the proceedings and shall be treated as lapsed. The decision has been made effective from the Third Session of the Fifteenth Lok Sabha.

### *Zero Hour*

Zero Hour is one procedure which does not find place in the Rules of Procedure. However, it is a very popular device liberally used by all members to raise matters on the floor of the House. 'Zero Hour' is referred to the period of time immediately after the 'Question Hour' is over and before the regular business, as entered in the List of Business is taken up in the Lok Sabha. Since the practice is used so widely, efforts have been made from time to time to regularize it.



As per the decision of the Speaker, a new procedure for raising matters of urgent public importance after Question Hour, *i.e.*, Zero Hour has been introduced with effect from 17 July 2009. Now, notices may be given by the members from 8.30 A.M. to 9.00 A.M. on the day they desire to raise the issue in the House. Notices received after 9.00 A.M. are treated as time-barred. Only 20 matters as per their priority in a ballot to be held, are now allowed to be raised on a day. The order in which the twenty matters will be raised, is decided by the Speaker. In the first phase, five matters of urgent national and international importance as decided by the Chair, are taken up after the Question Hour and laying of papers, etc. In the second phase, the remaining admitted matters of urgent public importance are taken up after 6.00 P.M. or at the end of the regular business of the House.

### *Streamlining the Question Hour*

The Speaker's concern towards increasing the efficacy and smooth proceeding of the Question Hour has led her to take significant initiatives to amend the *Rules of Procedure and Conduct of Business in Lok Sabha/ Directions by the Speaker* pertaining to Question Hour. According to the amended/modified provisions, for giving notices of Questions, a uniform period of 15 days has been prescribed by doing away with the minimum and maximum period of 10 and 21 days, respectively. The Speaker has been vested with powers to direct answer to a Starred Question of a member who is absent in the House when his/her name is called. Further, a Minister is now required to make a statement in the House correcting the reply given earlier, irrespective of the fact whether the reply given to a Question was Starred or Unstarred or a Short Notice Question, etc. The number of notices of Questions which a member is entitled to give, both for oral and written answers, has been limited to 10.

### *Cut Motions in respect of Demands for Grants*

The practice followed so far in the House as regards moving of Cut Motions in the Demands for Grants has been that the cut motions in respect of Demands for Grants which are to be guillotined are not circulated and thus not allowed to be moved. But, there is no rule which bars the moving of cut motions on demands which are not discussed in the House.

On 27 April 2010, before the submission of the outstanding Demands for Grants relating to the Ministries/Departments to the vote of the House, the Speaker observed that the right to move a cut motion flows from the power vested in the House under article 113 of the Constitution to assent to any demand subject to a reduction of the amount specified in that demand. This article or any of the Rules does not make any distinction between the demands which are discussed in the House and those which are guillotined.

Article 113 uses the words 'any demand'. It is thus clear that cut motions can be moved on all demands submitted to the House under article 113(2).

The Speaker further observed that the constitutional right is a superior right and it overrides practices. Stating that the right to move cut motions is an important right of the Members of the House provided in the Constitution which cannot be curtailed, the Speaker allowed the cut motions to be moved on demands which were to be guillotined.

Accordingly, all the Cut Motions to the outstanding Demands, which had been circulated, were treated as moved and were put to vote together and negatived. This was an unprecedented procedural development and the Speaker's decision to allow the Cut Motions to the outstanding Demands was hailed by all sections of the House and the people at large.

#### *Adjourning of the House due to the demise of a sitting member*

To pay respect to a departed sitting member, the Speaker, in a meeting with Leaders of Parties and Groups, took a decision to adjourn the House on the opening day after the inter-session period, if a sitting member has expired during the inter-session period. Earlier, the House used to be adjourned only when a sitting member expired during the sitting of the House.

## CHAPTER IX

### SOCIO-ECONOMIC PROFILE OF MEMBERS

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The Constitution vests sovereignty in the people of India, which is exercised through their elected representatives. This is particularly true of the Lok Sabha, whose members are chosen by direct election on the basis of adult franchise. Commencing with the First General Elections, conducted in 1951-52, the electoral history of India, spanning fifteen General Elections, bears eloquent testimony to one of the most glorious chapters of India's democratic experience.

Our democratic experience of over sixty years shows that political parties and elections have become preferred modes of political and socio-economic transformation in India. These political devices have not merely fulfilled the institutional requirements of democracy, but also allowed the system to adapt itself in tune with the social ethos of the people. It is obvious that the legislators have very aptly become the symbols of the socio-economic fabric of the Indian population.

#### Age Profile

There are no statutory provisions regarding upper age limit for membership of Parliament. The Constitution, however, prescribes a minimum age of 25 years to contest elections for membership of the Lok Sabha and 30 years for membership of the Rajya Sabha.

*Table 22* gives a comparative picture about members of various Lok Sabhas classified in 13 different age groups with a span of 5 years, beginning with the age group of 25-30 years and ending with 86-90 years. The highest concentration of members in most of the Lok Sabhas has been seen within the 15-year interval age group of 41-55 years, except the Second, Seventh, Eighth, Fourteenth and Fifteenth Lok Sabhas. The Fifth Lok Sabha recorded the highest number of 269 members within this 15-year interval age group, accounting for 53.37 per cent of the House. The Seventh, Eighth, Fourteenth and Fifteenth Lok Sabhas have the highest concentration of members in the 15-year interval age-group of 46-60 years while the Second Lok Sabha had the highest concentration in the 36-50 years' age-group. *Graph 22* shows the distribution of members by age groups for the Fifteenth Lok Sabha.

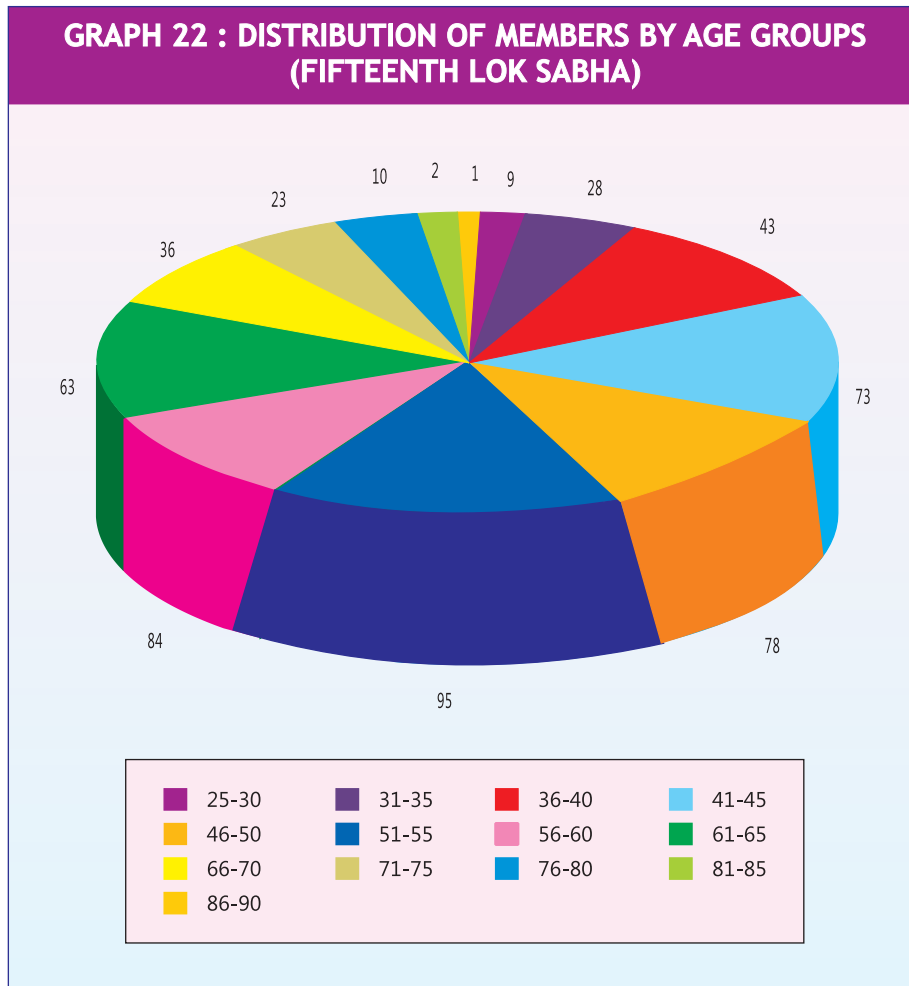
Significantly, there has been a steep decline in the representation of young members in the age group of 25-35 years from 17.75 per cent in the First Lok Sabha to 6.79 per cent in the Fifteenth Lok Sabha. However, the

**TABLE 22 : DISTRIBUTION OF MEMBERS BY AGE GROUPS  
(FIRST TO FIFTEENTH LOK SABHA)**

Age Group	1st LS		2nd LS		3rd LS		4th LS		5th LS		6th LS		7th LS		8th LS		9th LS		10th LS		11th LS		12th LS		13th LS		14th LS		15th LS			
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%		
25-30 Years	28	6.06	13	2.67	11	2.32	22	4.44	16	3.17	18	3.47	9	1.73	7	1.32	14	2.68	8	1.58	11	2.13	11	2.06	5	0.92	10	1.83	9	1.65		
31-35 Years	54	11.69	60	12.35	34	7.16	37	7.46	28	5.56	26	5.01	43	8.29	36	6.78	17	3.26	32	6.34	22	4.26	23	4.30	24	4.44	21	3.85	28	5.14		
36-40 Years	58	12.55	91	18.72	64	13.47	68	13.71	62	12.30	62	11.95	71	13.68	60	11.30	55	10.54	50	9.90	43	8.33	45	8.41	49	9.06	45	8.26	43	7.89		
41-45 Years	68	14.72	71	14.61	79	16.63	84	16.94	76	15.08	69	13.29	75	15.45	73	13.75	76	14.56	75	14.85	77	14.92	78	14.58	84	15.53	64	11.74	73	13.39		
46-50 Years	74	16.02	64	13.17	73	15.37	85	17.04	99	19.64	94	18.11	70	13.49	77	14.50	92	17.62	87	17.23	82	15.89	98	18.32	87	16.08	93	17.06	78	14.31		
51-55 Years	93	20.13	76	15.64	69	14.53	69	13.91	94	18.65	94	18.11	84	16.18	74	13.94	82	15.71	71	14.06	80	15.50	83	15.51	93	17.19	84	15.41	95	17.43		
56-60 Years	47	10.17	70	14.40	58	12.21	55	11.09	57	11.31	66	12.72	87	16.76	80	15.07	68	13.03	65	12.87	65	12.60	64	11.96	62	11.46	94	17.25	84	15.41		
61-65 Years	29	6.28	25	5.14	58	12.21	39	7.86	35	6.94	41	7.90	41	7.90	74	13.94	63	12.07	66	13.07	59	11.43	61	11.40	64	11.83	53	9.72	63	11.56		
66-70 Years	10	2.16	12	2.47	21	4.42	25	5.04	25	4.96	33	6.36	24	4.62	30	5.65	41	7.85	32	6.34	47	9.11	44	8.22	40	7.39	45	8.26	36	6.61		
71-75 Years	1	0.22	4	0.82	6	1.26	10	2.02	9	1.79	11	2.12	11	2.12	11	2.12	11	2.07	12	2.30	14	2.77	19	3.68	19	3.55	25	4.62	22	4.04	23	4.22
76-80 Years	-	-	-	-	1	0.21	1	0.20	2	0.40	4	0.77	3	0.58	6	1.13	1	0.19	4	0.79	4	0.79	8	1.55	7	1.31	5	0.92	12	2.20	10	1.83
81-85 Years	-	-	-	-	1	0.21	1	0.20	1	0.20	1	0.19	1	0.19	1	0.19	3	0.56	-	1	0.20	3	0.58	2	0.37	3	0.55	2	0.37	2	0.37	
86-90 Years	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	0.19	-	-	-	-	-	-	-	-	-	1	0.18		
Total number of members who supplied information	462		486		475		496		504		519		519		531		522		505		516		535		541		545		545		545 <sup>^</sup>	
Total number of seats including nominated members	499		500		503		523		521		544		544		545		545		545		545		545		545		545		545		545	

Percentage is based on the total number of members who supplied information.

<sup>^</sup>As on the date of constitution of the Fifteenth Lok Sabha on 18.5.2009, including two nominated members and Shri Raj Babbar who was elected in a bye-election held on 7.11.2009.



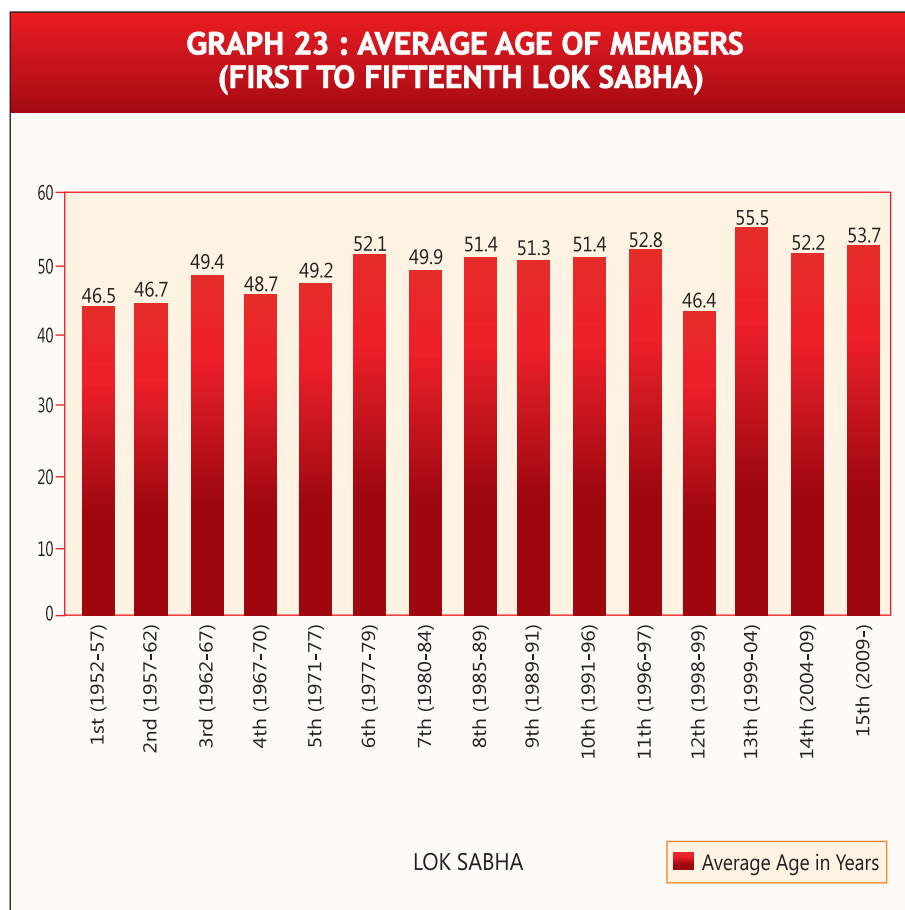
category of members in the age group of 36-45 years has shown consistent presence. On the other hand, the category of members belonging to the age-group of 56-65 years has registered a steady progress. From the lowest point of 16.45 per cent of the total in the First Lok Sabha, they have reached their highest representation in the Eighth Lok Sabha with 29.01 per cent. The Fourteenth and Fifteenth Lok Sabhas have both registered their concentration at 26.97 per cent. Similarly, the category of members in the age group of 66-75 years has also made slow but steady improvement in its representation from its lowest at just 2.38 per cent in the First Lok Sabha to the highest at 12.79 per cent in the Eleventh Lok Sabha.

In terms of average age of members, there has been an upward trend generally from the First Lok Sabha, although it has fluctuated over the various Lok Sabhas. From the average age of 46.5 years in the First Lok Sabha, it came to the highest average age of 55.5 years in the Thirteenth Lok Sabha, making it the oldest Lok Sabha so far. Interestingly, the preceding Twelfth Lok Sabha was the youngest House with an average age of 46.4 years. In the Sixth, Eighth, Ninth, Tenth, Eleventh, Thirteenth, Fourteenth and Fifteenth Lok Sabhas, the average age was above 50 years. *Table 23* and *Graph 23* show the average age of various Lok Sabhas.

TABLE 23 : AVERAGE AGE OF MEMBERS (FIRST TO FIFTEENTH LOK SABHA)	
Lok Sabha	Average Age in Years
First (1952-57)	46.5
Second (1957-62)	46.7
Third (1962-67)	49.4
Fourth (1967-70)	48.7
Fifth (1971-77)	49.2
Sixth (1977-79)	52.1
Seventh (1980-84)	49.9
Eighth (1985-89)	51.4
Ninth (1989-91)	51.3
Tenth (1991-96)	51.4
Eleventh (1996-97)	52.8
Twelfth (1998-99)	46.4
Thirteenth (1999-04)	55.5
Fourteenth (2004-09)	52.2
Fifteenth* (2009-till date)	53.7

Average age is based on the total number of members who supplied information as in Table 22.

\*As on the date of constitution of the Fifteenth Lok Sabha on 18.5.2009, including two nominated members and Shri Raj Babbar who was elected in a bye-election held on 7.11.2009.



### Educational Background

For making a comparative analysis of their educational background, members of the fifteen Lok Sabhas have been classified into six categories. *Table 24* and *Graph 24* indicate the number of members falling under these six categories. *Graph 25* shows the educational background of members of the Fifteenth Lok Sabha.

It has been seen that the number of members belonging to the Under-Matriculate category has been on the decline. The First, Second, Third and Fifth Lok Sabhas each recorded this category at more than 23 per cent of the total membership of the House which came down drastically to below 3 per cent in the Ninth, Eleventh, Twelfth, Thirteenth and Fourteenth Lok Sabhas. The Fifteenth Lok Sabha has 4.4 per cent of this category.

**TABLE 24 : EDUCATIONAL BACKGROUND OF MEMBERS  
(FIRST TO FIFTEENTH LOK SABHA)**

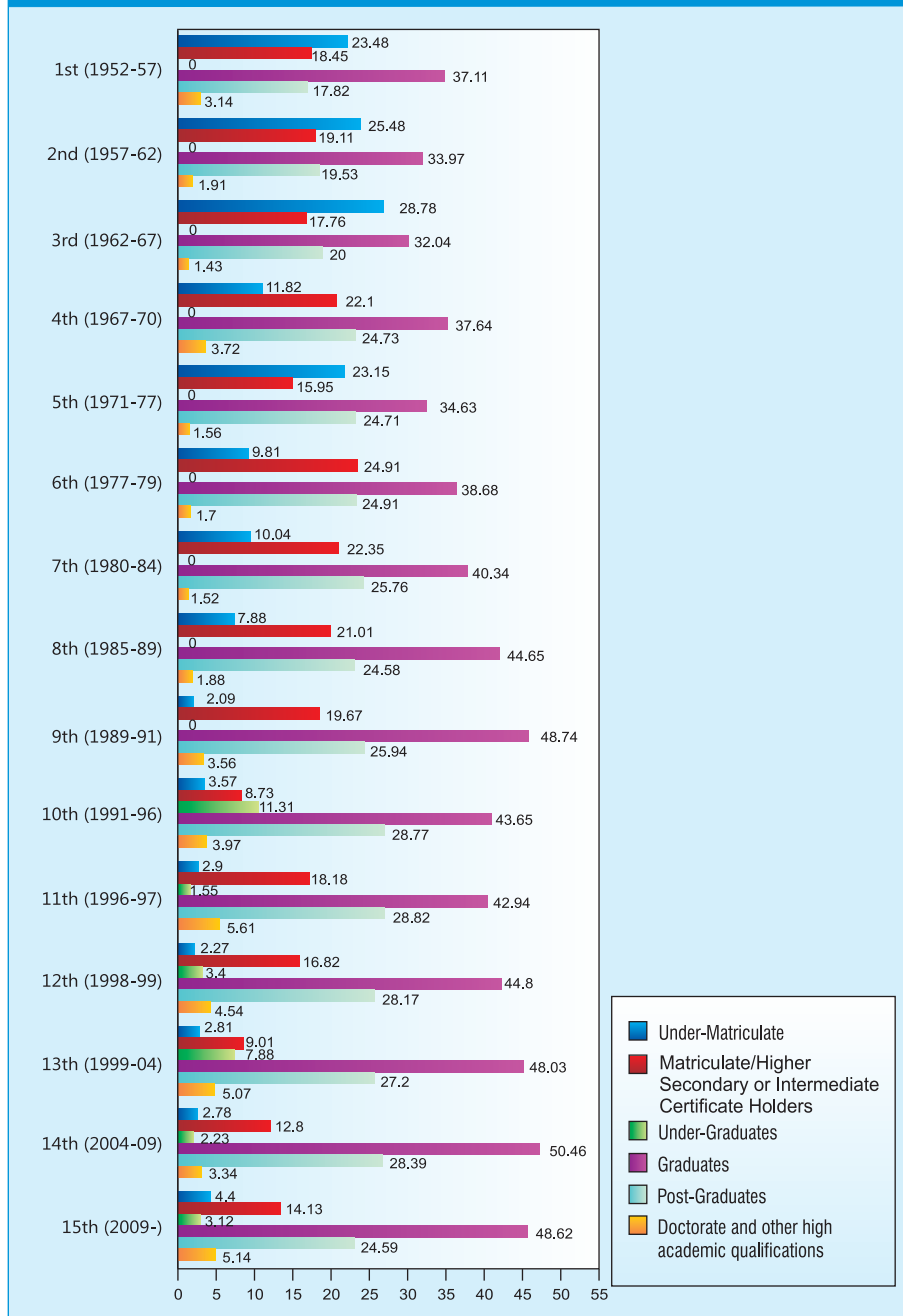
Educational Qualification	1st LS		2nd LS		3rd LS		4th LS		5th LS		6th LS		7th LS		8th LS		9th LS		10th LS		11th LS		12th LS		13th LS		14th LS		15th LS					
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%				
Under-Matriculates	112	23.48	120	25.48	141	28.78	54	11.82	119	23.15	52	9.81	53	10.04	42	7.88	10	2.09	18	3.57	15	2.90	12	2.27	15	2.81	15	2.78	24	4.40				
Matriculates/ Higher Secondary or Intermediate Certificate Holders	88	18.45	90	19.11	87	17.76	101	22.10	82	15.95	132	24.91	118	22.35	112	21.01	94	19.67	44	8.73	94	18.18	89	16.82	48	9.01	69	12.80	77	14.13				
Under Graduates	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	57	11.31	8	1.55	18	3.40	42	7.88	12	2.23	17	3.12			
Graduates (including those with equivalent technical qualifications)	177	37.11	160	33.97	157	32.04	172	37.64	178	34.63	205	38.68	213	40.34	238	44.65	233	46.74	220	43.65	222	42.94	237	44.80	256	48.03	272	50.46	265	48.62				
Post-Graduates (including technical qualifications)	85	17.82	92	19.53	98	20.00	113	24.73	127	24.71	132	24.91	136	25.76	131	24.58	124	25.94	145	28.77	149	28.82	149	28.17	145	27.20	153	28.39	134	24.59				
Doctoral Degree or other high academic qualifications	15	3.14	9	1.91	7	1.43	17	3.72	8	1.56	9	1.70	8	1.52	10	1.88	17	3.56	20	3.97	29	5.61	24	4.54	27	5.07	18	3.34	28	5.14				
Total number of members who supplied information	477		471		490		457		514		530		528		533		478		504		517		529		533		539		546 <sup>a</sup>		546			
Total number of seats including nominated members	499		500		503		523		521		544		544		545		545		545		546		546		546		546		546		546		546	

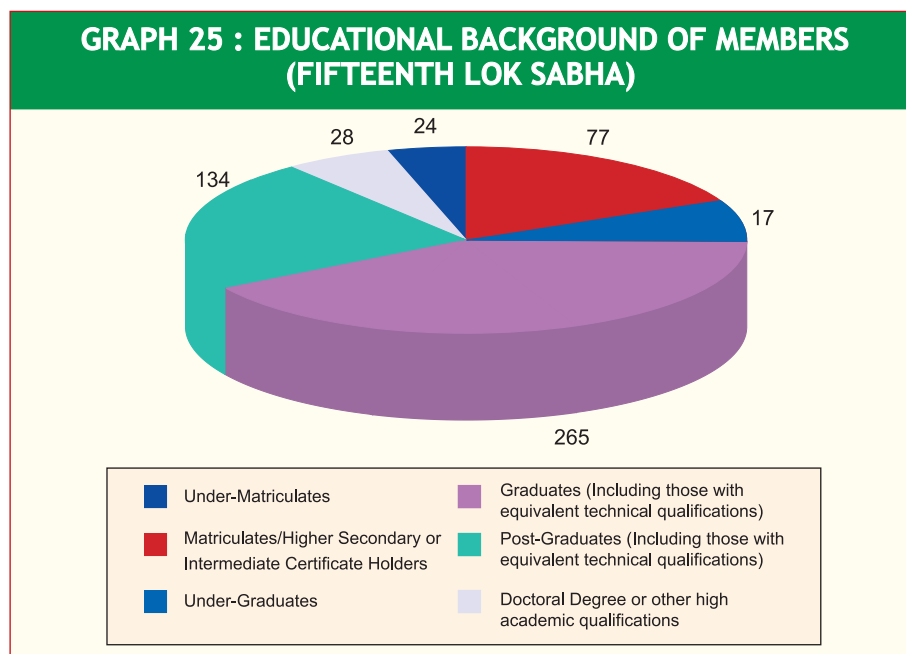
Percentage is based on the total number of members who supplied information.

<sup>a</sup>As on the date of constitution of the Fifteenth Lok Sabha on 18.5.2009, including two nominated members and Shri Raj Babbar who was elected in a bye-election held on 7.11.2009.



**GRAPH 24 : EDUCATIONAL BACKGROUND OF MEMBERS (FIRST TO FIFTEENTH LOK SABHA) (IN PERCENTAGE)**





Members belonging to the category of Matriculates/Higher Secondary or Intermediate Certificate Holders have also declined from the highest of 24.91 per cent in the Sixth Lok Sabha to its lowest of 8.73 per cent in the Tenth Lok Sabha. However, taken together with the Under-Graduates, this category has hovered in the range of 15-25 per cent across different Lok Sabhas.

Going by any single category, Graduates accounted for the highest representation across all the Lok Sabhas, with 50.46 per cent in the Fourteenth Lok Sabha as the maximum. They accounted for more than 40 per cent since the Seventh Lok Sabha. Category-wise, the number of Post-Graduates has registered a steady progress from its lowest of 17.82 per cent in the First Lok Sabha to its highest of 28.82 per cent in the Eleventh Lok Sabha. However, it has come down to 24.59 per cent in the Fifteenth Lok Sabha. The category of members having Doctoral Degree or other high academic qualification has improved its position from 3.14 per cent in the First Lok Sabha to 5.14 per cent in the Fifteenth Lok Sabha.

One of the striking features of membership pattern has been the upward movement of the graph relating to educational profile of members in successive Lok Sabhas. Members belonging to the category of Graduates and above have registered consistent improvement and the Fourteenth Lok Sabha emerged as the 'most educated House'. The combined

representation of Graduates and above which was just 58.07 per cent in the First Lok Sabha rose to a very high percentage of 82.19 in the Fourteenth Lok Sabha. In the Fifteenth Lok Sabha, the combined representation came down to 78.35 per cent.

### Occupational Pattern

To study the occupational background of members of different Lok Sabhas, they have been categorized into different professions and occupations. Where a member was engaged in more than one occupations, only the one which members have put on top of the list has been taken into account.

In the First and Second Lok Sabhas, Agriculturists formed the second largest group. But their strength has gone up over the various Lok Sabhas. From the Third Lok Sabha onwards till the Fifteenth Lok Sabha, they constituted the largest group among the occupational categories. This shows that the majority of the members are emerging from the rural background which is in conformity with the predominantly rural economic scene in India. Their growing strength in successive Lok Sabhas also indicates a definite trend towards decentralization of power from urban elites to those who belong to the grass-roots.

In the early years of the history of the Lok Sabha, Lawyers constituted the single largest group in the First and the Second Lok Sabhas. Since then, they have been overtaken by Agriculturists to make them the second largest group from the Third to the Eighth Lok Sabhas, excepting the Fourth Lok Sabha when they became the third largest group. Thereafter, a steep decline began in their numbers.

The category of Political and Social Workers was included in the study for the first time in the Third Lok Sabha. Since then, this category has received a consistently prominent representation, making it the second largest group in the Fourth Lok Sabha, and continuously from the Ninth to the Fifteenth Lok Sabhas. From its lowest in the Eighth Lok Sabha with 16.04 per cent, they have reached the maximum of 27.07 per cent in the Fifteenth Lok Sabha. The prominence of Political and Social Workers as a category assumes significance in the context of the working of the Indian political system and is reflective of the fact that for many members, politics or parliamentary work has become a full time engagement.

Over the years, members from various other categories of occupation have thrown themselves into the political arena. *Table 25* shows the detailed statement about representation of 24 categories of occupational background of members in terms of number and percentage of all the fifteen Lok Sabhas. *Graph 26* shows the occupational background of members of the Fifteenth Lok Sabha.

**TABLE 25 : OCCUPATIONAL BACKGROUND OF MEMBERS  
(FIRST TO FIFTEENTH LOK SABHA)**

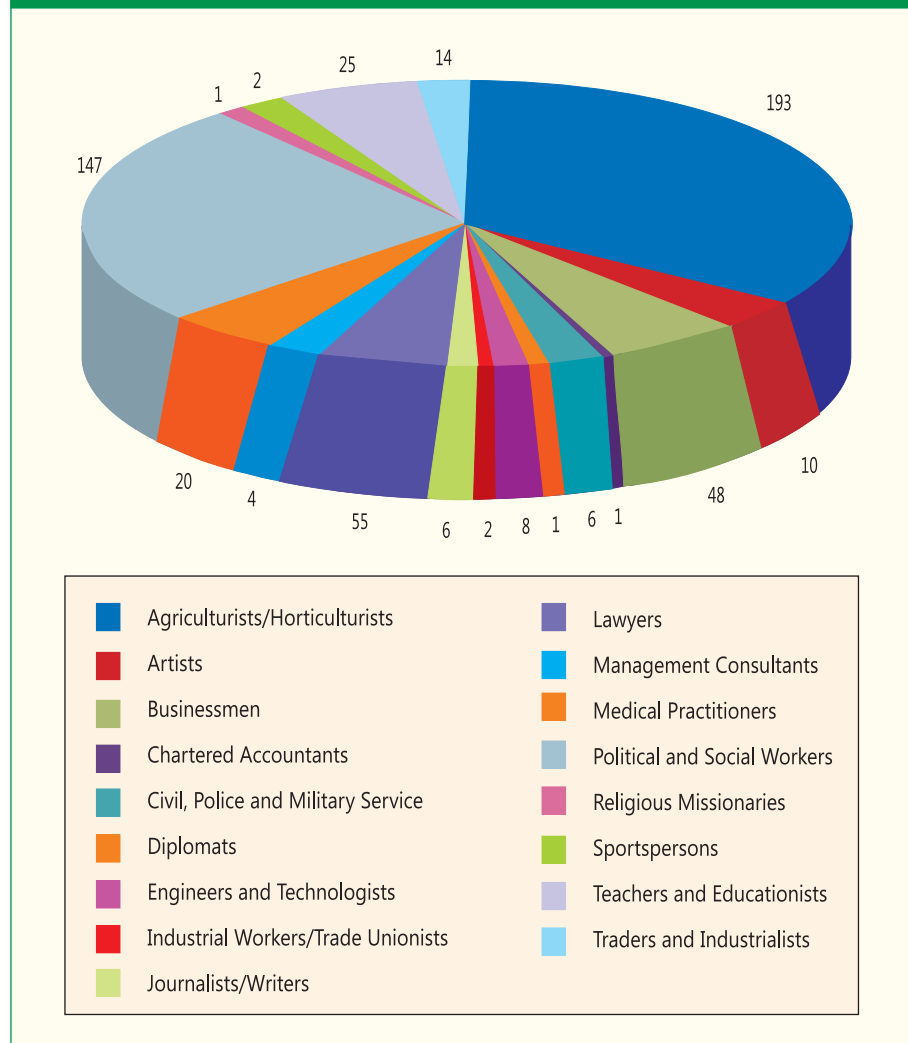
Prior Occupation	1st LS		2nd LS		3rd LS		4th LS		5th LS		6th LS		7th LS		8th LS		9th LS		10th LS		11th LS		12th LS		13th LS		14th LS		15th LS		
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	
Agriculturists/ Horticulturists	97	22.45	141	29.01	129	27.45	154	30.62	168	33.20	189	36.00	206	39.39	203	38.30	230	44.15	163	32.09	207	38.69	261	49.06	230	42.67	222	41.89	193	35.54	
Artists	-	-	-	-	-	-	1	0.20	-	-	-	-	1	0.19	5	0.94	4	0.77	5	0.98	7	1.31	6	1.13	8	1.48	7	1.32	10	1.84	
Businessmen	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	23	4.53	31	5.79	8	1.50	22	4.08	30	5.66	48	8.84	
Chartered Accts.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	0.19	2	0.37	1	0.19	1	0.18	
Civil, Police & Military Service	16	3.70	19	3.91	4	0.85	16	3.18	17	3.36	9	1.71	5	0.96	16	3.02	6	1.15	16	3.15	13	2.43	10	1.88	8	1.48	3	0.57	6	1.10	
Cooperative Leaders	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	4	0.75	-	-	-	-	-	-	-	-
Diplomats	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	3	0.58	4	0.79	4	0.75	2	0.38	-	-	-	-	-	1	0.18
Economists	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	0.19	-	-	1	0.19	1	0.19	-	-	-	-	-	-
Engineers & Technologists	-	-	-	-	4	0.85	7	1.39	6	1.19	5	0.95	6	1.15	4	0.75	11	2.11	7	1.38	9	1.68	5	0.94	8	1.48	6	1.13	8	1.47	
Former Rulers	5	1.16	7	1.44	10	2.13	7	1.39	2	0.40	3	0.57	1	0.19	3	0.57	2	0.38	3	0.59	-	-	2	0.38	1	0.19	1	0.19	-	-	
Judges	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	0.19	1	0.19	1	0.19	-	-
Industrial Workers/ Trade Unionists	-	-	-	-	1	0.21	1	0.20	-	-	9	1.71	4	0.76	7	1.32	2	0.38	4	0.79	4	0.75	11	2.07	9	1.67	3	0.57	2	0.37	
Journalists / Writers	45	10.42	50	10.29	27	5.74	24	4.77	32	6.32	11	2.10	15	2.87	7	1.32	14	2.69	11	2.17	8	1.50	7	1.32	9	1.67	14	2.64	6	1.10	
Lawyers	153	35.42	147	30.25	115	24.47	88	17.50	103	20.36	123	23.43	116	22.18	101	19.06	80	15.36	83	16.34	65	12.15	54	10.15	66	12.24	65	12.26	55	10.13	
Management Consultants	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	0.37	2	0.38	2	0.37	4	0.75	4	0.74	

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31		
Medical Practitioners	21	4.86	17	3.50	14	2.98	14	2.78	9	1.78	10	1.90	10	1.91	21	3.96	18	3.45	25	4.92	16	2.99	17	3.20	17	3.20	17	3.15	14	2.64	20	3.68	
Pilots	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	0.19	1	0.20	2	0.37	-	-	1	0.19	-	-	-	-	-	
Political & Social Workers	-	-	-	88	18.72	115	22.86	96	18.97	105	20.00	90	17.21	85	16.04	89	17.08	92	18.11	104	19.44	96	18.05	108	20.04	126	23.77	147	27.07	-	-	-	
Religious Missionaries	-	-	-	1	0.21	4	0.80	2	0.40	-	-	-	1	0.19	1	0.19	-	-	3	0.59	1	0.19	4	0.75	2	0.37	1	0.19	1	0.19	1	0.18	
Scientists	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	0.20	-	-	-	-	-	1	0.19	1	0.19	-	-	-	
Sportspersons	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	0.39	-	-	-	3	0.56	2	0.37	1	0.19	2	0.37	-	
Teachers & Educationists	43	9.95	55	11.32	27	5.74	33	6.56	36	7.11	44	8.38	35	6.69	41	7.74	41	7.87	49	9.65	43	8.04	28	5.26	33	6.12	22	4.15	25	4.60	-	-	
Traders & Industrialists	52	12.04	50	10.29	50	10.64	39	7.76	35	6.92	17	3.24	33	6.31	36	6.79	19	3.65	16	3.15	14	2.62	12	2.26	9	1.67	-	-	14	2.58	-	-	
Veterinarians	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	0.19	-	-	8	1.51	-	-	-	
Total number of members who supplied information	432	486	470	503	506	525	523	530	521	508	535	532	539	543*	540	545	545	545	545	545	545	545	545	545	545	545	545	545	545	545	545	545	
Total number of seats including nominated members	499	500	500	503	503	503	503	503	503	503	503	503	503	503	503	503	503	503	503	503	503	503	503	503	503	503	503	503	503	503	503	503	503

Percentage is based on the total number of members who supplied information.

\*As on the date of constitution of the Fifteenth Lok Sabha on 18.5.2009, including two nominated members and Shri Raj Babbar who was elected in a bye-election held on 7.11.2009.

**GRAPH 26 : OCCUPATIONAL BACKGROUND OF MEMBERS  
(FIFTEENTH LOK SABHA)**



### Women Members

After Independence, the Constitution of India threw open to all adult citizens above the age of 25 years, irrespective of sex, the opportunity to be chosen as people's representatives and adopted the principle of adult franchise to elect such representatives. However, due to the prevalent traditional norms and culturally ordained roles for men and women in the society, the growth of women's representation in the Lok Sabha has been slow and inconsistent as *Table 26* and *Graph 27* show.

As compared to 22 women members (4.41 per cent) in the First Lok Sabha, their number has nearly trebled and reached an all time high in the Fifteenth Lok Sabha with 60 members (11.01 per cent). However, the percentage of women members in the Lok Sabha looks dismal in comparison with the world average of 19.7 per cent in 2011. The legislative experience of members in the previous Lok Sabhas from the Seventh Lok Sabha onwards also shows a healthy mix of new members and members with experience in previous Lok Sabhas. The Fifteenth Lok Sabha has not only the highest number of women members so far but has the largest number of new women members and an almost equal proportion of members who have had experience in previous Lok Sabhas.

A comparative study of the age profiles of women members has been made in *Table 27*. The assessment from the Seventh Lok Sabha onwards suggests that, like the general trend with regard to total membership of the House, the highest concentration of women members in most of the Lok Sabhas has also been seen within the 15-year interval age group of 41-55 years. The Tenth, Eleventh and Twelfth Lok Sabhas lowered the age of the largest concentration of women members to the 15-year interval group of 36-50 years while the Seventh Lok Sabha showed an upward pattern in the 46-60 years' age group. *Graph 28* shows the women members of the Fifteenth Lok Sabha by age groups.

An analysis of the educational background of women members (*Table 28* and *Graph 29*) reveals that the number of educated women members is on the rise. In the Seventh, Ninth, Tenth, Eleventh and Fifteenth Lok Sabhas, Graduates constituted the largest group. Unlike the general trend in the House, the Twelfth and Thirteenth Lok Sabhas showed a predominance of Post-Graduates among women members while the Fourteenth Lok Sabha had an equally high concentration of Graduates and Post-Graduates. Women members belonging to the category of Graduates and above have registered consistent improvement and formed an overwhelming majority of over 80 per cent in the Tenth, Twelfth, Thirteenth and Fourteenth Lok Sabhas. In the Fifteenth Lok Sabha, their combined representation came down to 78.33 per cent. *Graph 30* shows the educational background of women members of the Fifteenth Lok Sabha.

The pattern of distribution of women members according to their prior occupation is shown in *Table 29*. The general trend so far has been to have the maximum number of women members with political and social work as their major area of interest in contrast to the whole House where Agriculturists form the majority. In seven out of the nine Lok Sabhas under study, Political and Social Workers have accounted for more than 40 per cent of women members. Women members with agriculture as profession formed the second largest group in the Seventh, Eighth,

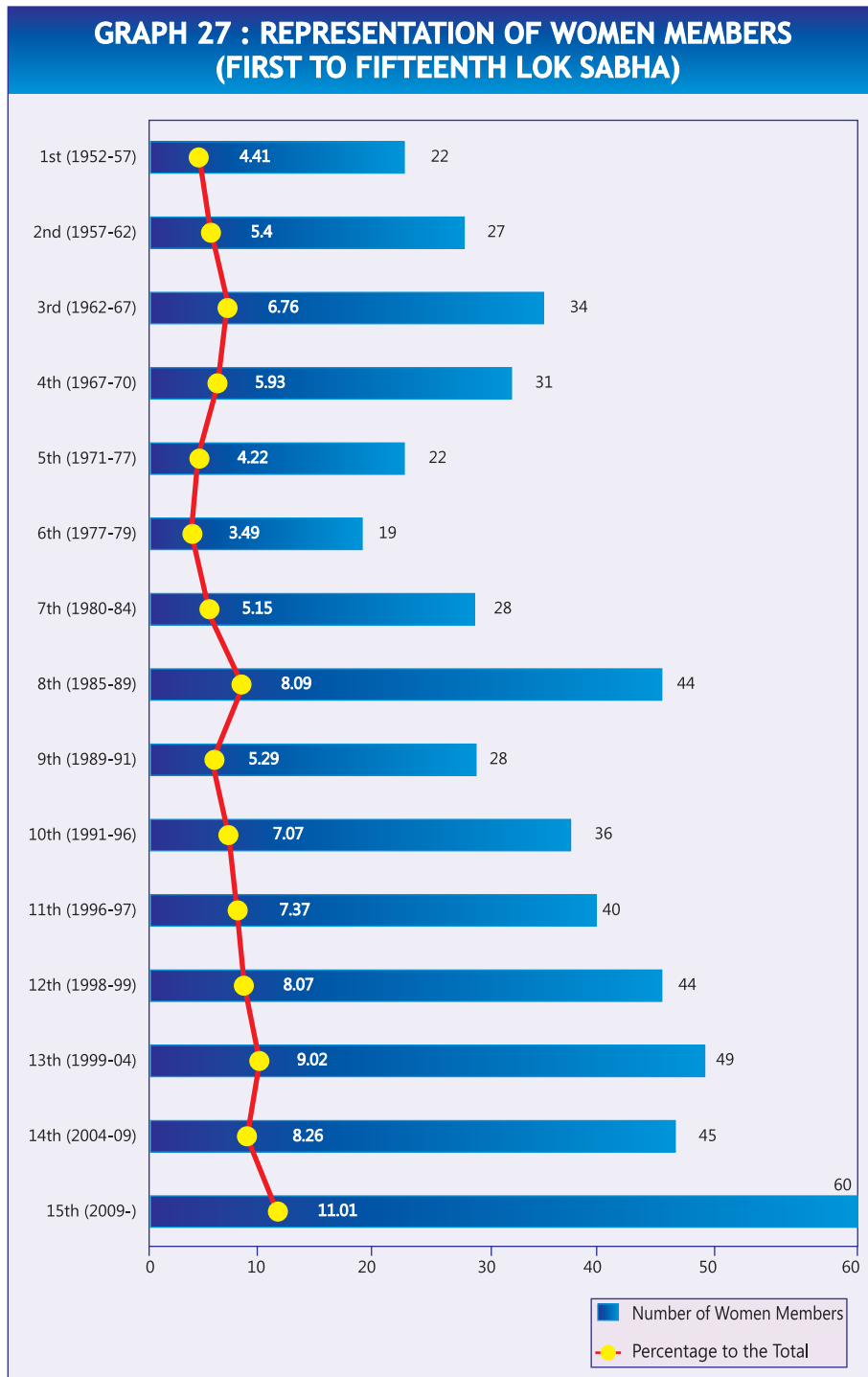
**TABLE 26 : REPRESENTATION OF WOMEN (FIRST TO FIFTEENTH LOK SABHA) AND PRIOR LEGISLATIVE EXPERIENCE OF WOMEN MEMBERS (SEVENTH TO FIFTEENTH LOK SABHA)**

Lok Sabha	Total No. of Seats	No. of Women Members	Percentage to the Total	Prior Legislative Experience of Women Members in Number of Terms in previous Lok Sabhas							
				New Member	One Lok Sabha	Two Lok Sabhas	Three Lok Sabhas	Four Lok Sabhas	Five Lok Sabhas	Six Lok Sabhas	
First	499	22	4.41	—	—	—	—	—	—	—	—
Second	500	27	5.40	—	—	—	—	—	—	—	—
Third	503	34	6.76	—	—	—	—	—	—	—	—
Fourth	523	31	5.93	—	—	—	—	—	—	—	—
Fifth	521	22	4.22	—	—	—	—	—	—	—	—
Sixth	544	19	3.49	—	—	—	—	—	—	—	—
Seventh	544	28	5.15	19	4	2	3	—	—	—	—
Eighth	544	44	8.09	23	13	6	2	—	—	—	—
Ninth	529	28	5.29	15	4	5	4	—	—	—	—
Tenth	509	36	7.07	18	9	5	1	2	1	—	—
Eleventh	543	40	7.37	23	11	4	—	1	1	—	—
Twelfth	545	44	8.07	23	10	5	4	—	1	1	—
Thirteenth	543	49	9.02	19	17	5	4	4	—	—	—
Fourteenth	545	45*	8.26	27	6	7	2	1	2	—	—
Fifteenth	545	60^	11.01	31	14	8	3	1	1	2	—

\*As on the date of constitution of the Fourteenth Lok Sabha on 17.5.2004, and excludes the six women members who were subsequently elected in bye-elections and one woman member nominated to the Fourteenth Lok Sabha.

^As on the date of constitution of the Fifteenth Lok Sabha on 18.5.2009, including one nominated member and Smt. Putul Kumari who was elected in a bye-election in November 2010.





**TABLE 27 : DISTRIBUTION OF WOMEN MEMBERS BY AGE GROUPS  
(SEVENTH TO FIFTEENTH LOK SABHA)**

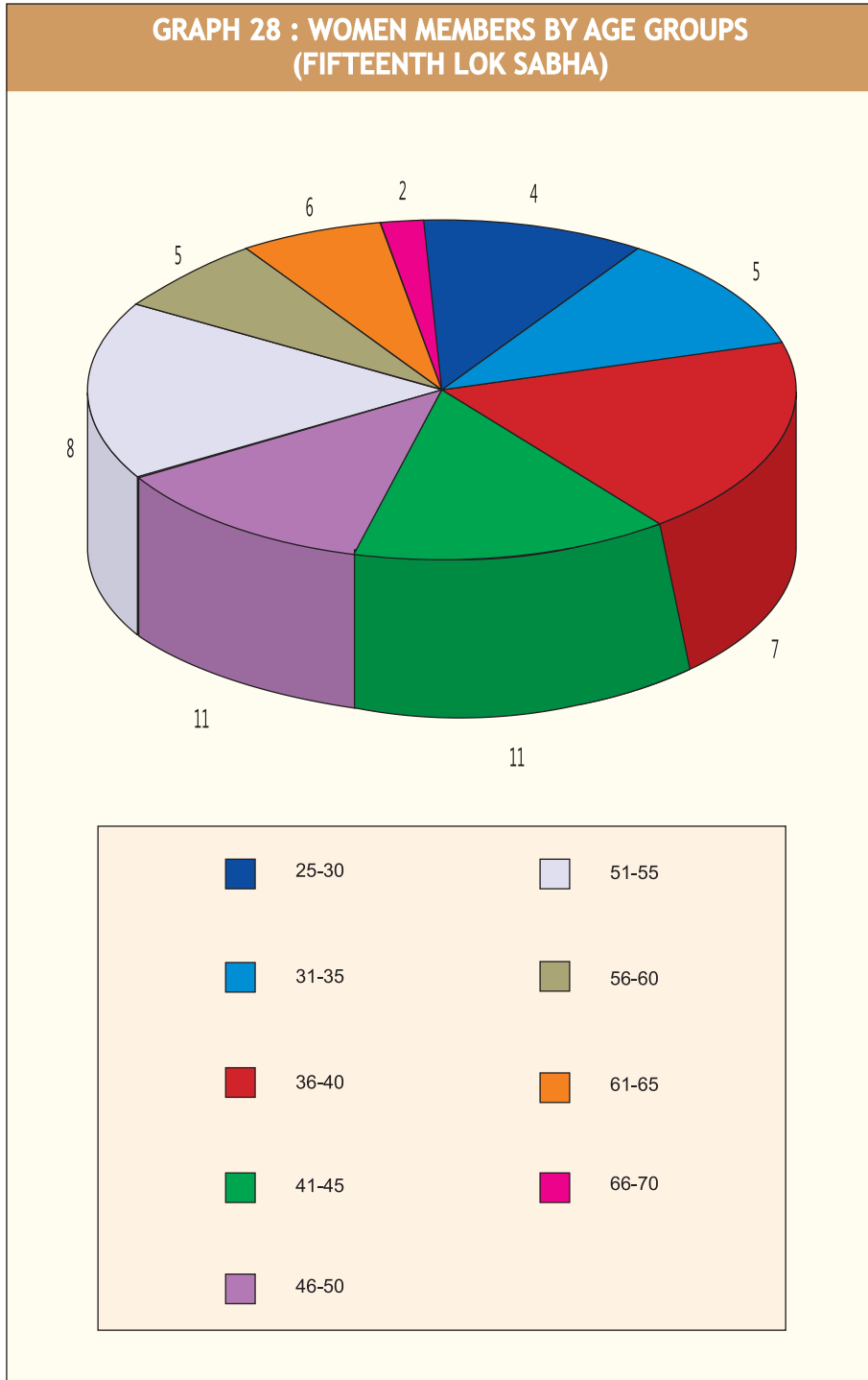
Age Group	7th LS		8th LS		9th LS		10th LS		11th LS		12th LS		13th LS		14th LS		15th LS	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
25-30 Years	-	-	1	2.27	1	3.70	4	11.11	-	-	2	4.55	1	2.08	4	8.89	4	6.78
31-35 Years	1	3.57	2	4.55	2	7.41	3	8.33	3	8.11	4	9.09	4	8.33	3	6.67	5	8.47
36-40 Years	3	10.71	3	6.82	2	7.41	4	11.11	8	21.62	4	9.09	7	14.58	3	6.67	7	11.86
41-45 Years	4	14.29	5	11.36	5	18.52	8	22.22	8	21.62	12	27.27	8	16.67	11	24.44	11	18.64
46-50 Years	6	21.43	7	15.91	5	18.52	4	11.11	5	13.51	8	18.18	7	14.58	11	24.44	11	18.64
51-55 Years	4	14.29	9	20.45	4	14.81	2	5.56	4	10.81	3	6.82	7	14.58	5	11.11	8	13.56
56-60 Years	6	21.43	5	11.36	2	7.41	5	13.89	4	10.81	4	9.09	6	12.50	6	13.33	5	8.47
61-65 Years	3	10.71	6	13.64	2	7.41	3	8.33	-	-	2	4.55	5	10.42	2	4.44	6	10.17
66-70 Years	-	-	5	11.36	1	3.70	1	2.78	2	5.41	3	6.82	3	6.25	-	-	2	3.39
71-75 Years	1	3.57	1	2.27	3	11.11	2	5.56	2	5.41	1	2.27	-	-	-	-	-	-
76-80 Years	-	-	-	-	-	-	-	-	1	2.70	1	2.27	-	-	-	-	-	-

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
Total Number of Members Who Supplied Information	28		44	27	36	37	44	44	48	45	59							
Total Number of Women Members	28		44	28	36	40	44	49	45*	60 <sup>^</sup>								
Total Number of Seats Including Nominated Members	544		545	545	545	545	545	545	545	545	545	545	545	545	545	545	545	545

Percentage is based on the total number of members who supplied information.

\* As on the date of the constitution of the Fourteenth Lok Sabha on 17.5.2004, and excludes the six women members who were subsequently elected in bye-elections and one woman member nominated to the Fourteenth Lok Sabha.

<sup>^</sup> As on the date of constitution of the Fifteenth Lok Sabha on 18.5.2009, including one nominated member and Smt. Putul Kumari who was elected in a bye-election in November 2010.



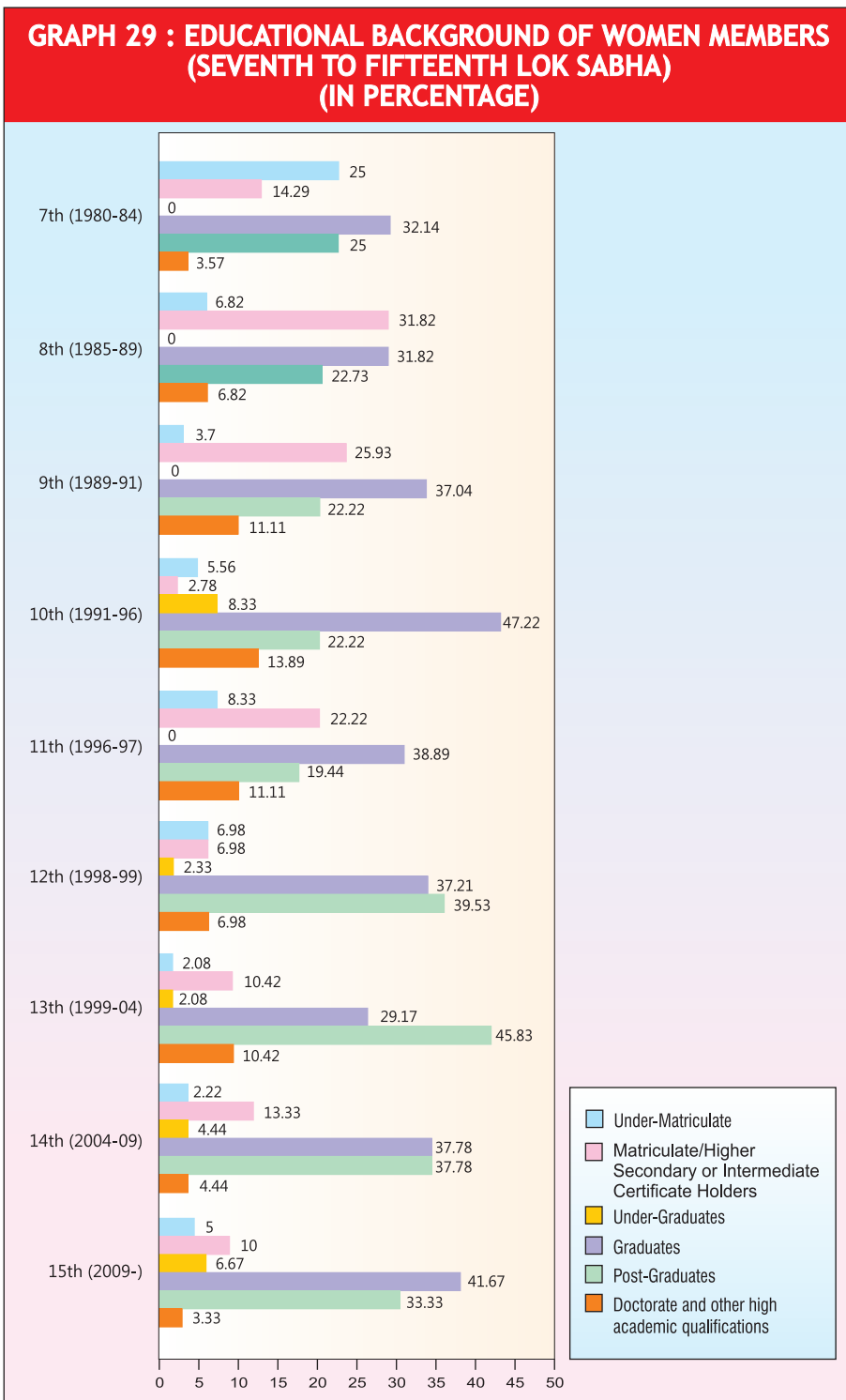
**TABLE 28 : EDUCATIONAL BACKGROUND OF WOMEN MEMBERS  
(SEVENTH TO FIFTEENTH LOK SABHA)**

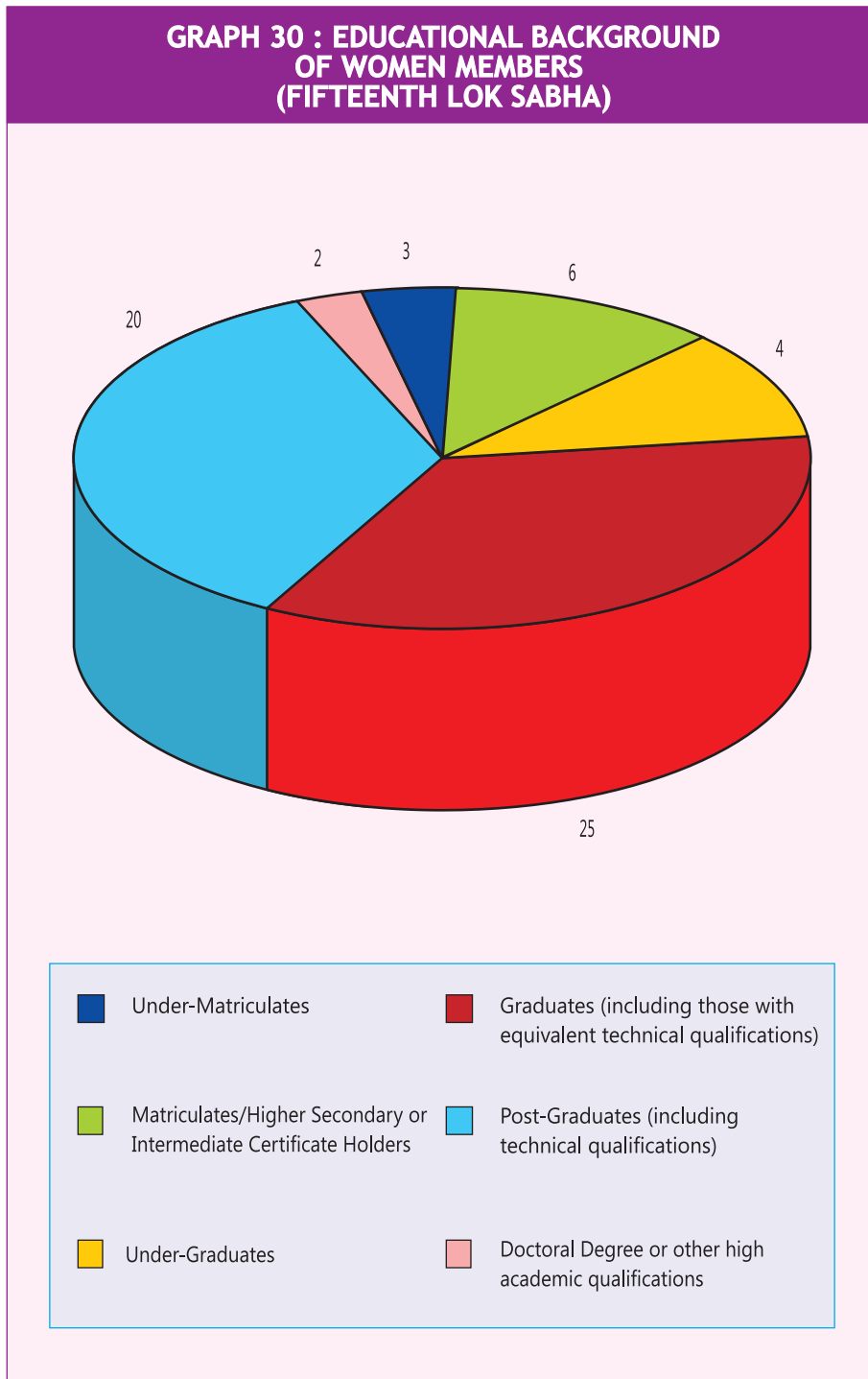
Educational Qualification	7th LS		8th LS		9th LS		10th LS		11th LS		12th LS		13th LS		14th LS		15th LS	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Under-Matriculates	7	25.00	3	6.82	1	3.70	2	5.56	3	8.33	3	6.98	1	2.08	1	2.22	3	5.00
Matriculates/Higher Secondary or Intermediate Certificate Holders	4	14.29	14	31.82	7	25.93	1	2.78	8	22.22	3	6.98	5	10.42	6	13.33	6	10.00
Under Graduates	-	-	-	-	-	-	3	8.33	-	-	1	2.33	1	2.08	2	4.44	4	6.67
Graduates (including those with Equivalent Technical Qualifications)	9	32.14	14	31.82	10	37.04	17	47.22	14	38.89	16	37.21	14	29.17	17	37.78	25	41.67
Post-Graduates (including Technical Qualifications)	7	25.00	10	22.73	6	22.22	8	22.22	7	19.44	17	39.53	22	45.83	17	37.78	20	33.33
Doctoral Degree or Other High Academic Qualifications	1	3.57	3	6.82	3	11.11	5	13.89	4	11.11	3	6.98	5	10.42	2	4.44	2	3.33
Total Number of Members Who Supplied Information	28		44		27		36		36		43		48		45		60	
Total Number of Women Members	28		44		28		36		40		44		49		45*		60 <sup>^</sup>	
Total Number of Seats Including Nominated Members	544		545		545		545		545		545		545		545		545	

Percentage is based on the total number of members who supplied information.

\* As on the date of constitution of the Fourteenth Lok Sabha on 17.5.2004, and excludes the six women members who were subsequently elected in bye-elections and one woman member nominated to the Fourteenth Lok Sabha.

<sup>^</sup> As on the date of constitution of the Fifteenth Lok Sabha on 18.5.2009, including one nominated member and Smt. Putul Kumari who was elected in a bye-election in November 2010.





**TABLE 29 : OCCUPATIONAL BACKGROUND OF WOMEN MEMBERS  
(SEVENTH TO FIFTEENTH LOK SABHA)**

Age Group	7th LS		8th LS		9th LS		10th LS		11th LS		12th LS		13th LS		14th LS		15th LS	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
Agriculturists/ Horticulturists	11	39.29	14	32.56	3	12.00	5	13.89	8	21.62	11	25.00	8	16.33	7	16.67	11	18.33
Artists	-	-	1	2.33	2	8.00	1	2.78	2	5.41	1	2.27	1	2.04	1	2.38	4	6.67
Business Persons	-	-	-	-	-	-	1	2.78	-	-	1	2.27	1	2.04	2	4.76	5	8.33
Civil, Police & Military Service	1	3.57	1	2.33	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Diplomats	-	-	-	-	-	-	-	-	1	2.70	-	-	-	-	-	-	-	-
Former Rulers	-	-	1	2.33	-	-	1	2.78	-	-	-	-	-	-	-	-	-	-
Industrial Workers/ Trade Unionists	-	-	-	-	1	4.00	-	-	-	-	-	-	-	-	-	-	-	-
Journalists/ Writers	-	-	-	-	1	4.00	-	-	-	-	4	9.09	1	2.04	2	4.76	1	1.67
Lawyers	-	-	-	-	1	4.00	2	5.56	2	5.41	2	4.55	4	8.16	6	14.29	6	10.00
Medical Practitioners	-	-	1	2.33	-	-	1	2.78	-	-	2	4.55	3	6.12	-	-	5	8.33
Political & Social Workers	13	46.43	15	34.88	11	44.00	14	38.89	18	48.65	18	40.91	21	42.86	20	47.62	24	40.00

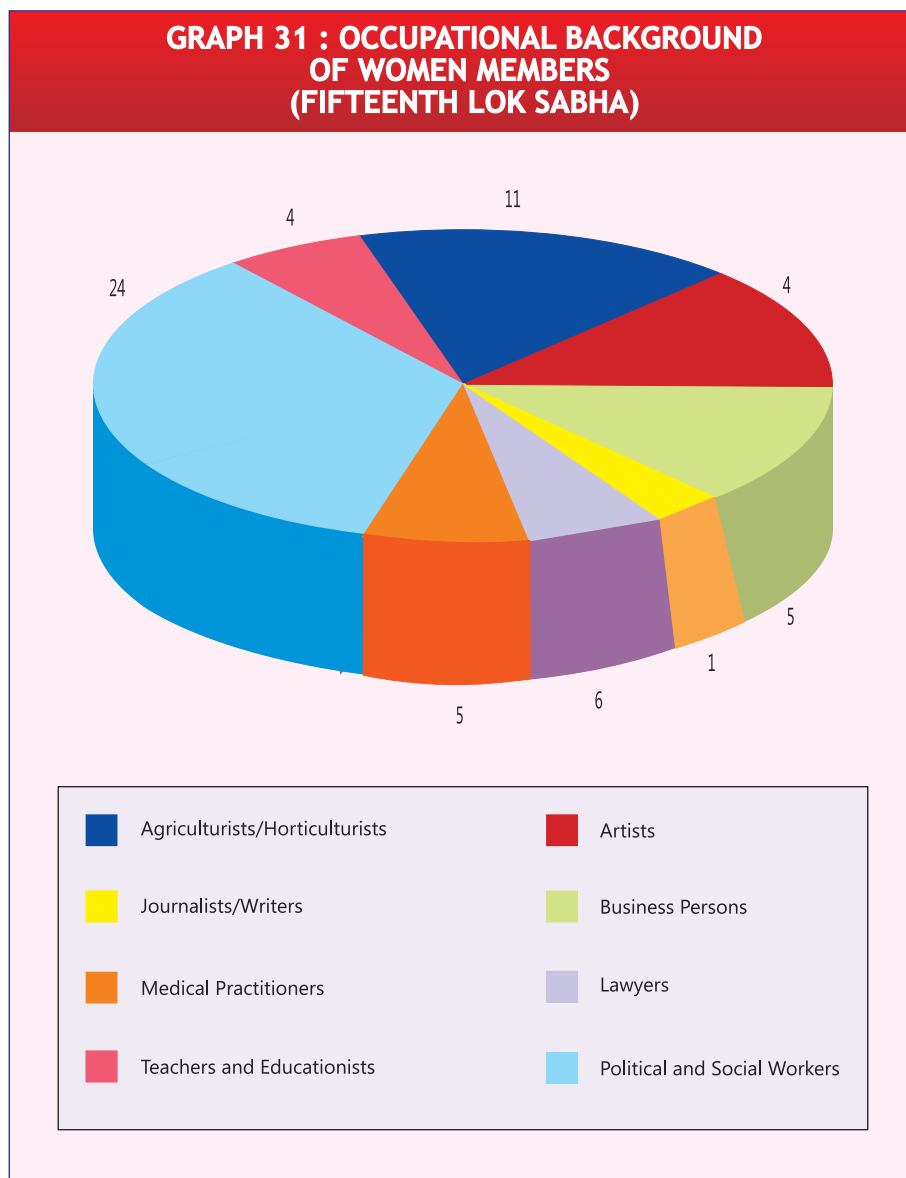


	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
Religious Missionaries	-	-	-	-	-	-	-	-	-	-	-	1	2.27	1	2.04	-	-	-	-
Teachers & Educationists	3	10.71	8	18.60	5	20.00	10	27.78	5	13.51	4	9.09	9	18.37	4	9.52	4	6.67	6.67
Traders & Industrialists	-	-	2	4.65	1	4.00	1	2.78	1	2.70	-	-	-	-	-	-	-	-	-
Total Number of Members Who Supplied Information	28	43	25	36	37	44	49	42	60										
Total Number of Women Members	28	44	28	36	40	44	49	45*	60^										
Total Number of Seats Including Nominated Members	544	545	545	545	545	545	545	545	545	545	545	545	545	545	545	545	545	545	545

Percentage is based on the total number of members who supplied information.

\*As on the date of constitution of the Fourteenth Lok Sabha on 17.5.2004, and excludes the six women members who were subsequently elected in bye-elections and one woman member nominated to the Fourteenth Lok Sabha.

^As on the date of constitution of the Fifteenth Lok Sabha on 18.5.2009, including one nominated member and Smt. Putul Kumari who was elected in a bye-election in November 2010.



Eleventh, Twelfth, Fourteenth and Fifteenth Lok Sabha while Teachers and Educationists accounted for the second largest representation in the Ninth, Tenth and Thirteenth Lok Sabhas. Among other professions, Artists have received continuous representation since the Eighth Lok Sabha as also Lawyers since the Ninth Lok Sabha among women members. *Graph 31* shows the occupational background of women members of the Fifteenth Lok Sabha.

The examination of bio-data of the members of all the fifteen Lok Sabhas has thrown up some interesting insights. It has been observed that the highest concentration of members in most of the Lok Sabhas has been seen within the 15-year interval age group of 41-55 years, both in the case of the whole House as well as among women members. Generally, there has been a decline in the representation of young people in the age group of 25-35 years and an increase in the proportion of members with age above 60 years, pushing a noticeably upward change in the average age of members. Another trend that has been observed is the upward movement of the graph relating to educational profile of members, both men and women, in successive Lok Sabhas. A significant contrast between the data of the whole House and women members has been noted in the occupational pattern of members. While Agriculturists formed the largest group in the House from the Third to the Fifteenth Lok Sabhas, Political and Social Workers form the majority among women members. This contrast is also seen in the occupational category occupying second place—Political and Social Workers for the House and Agriculturists among women members. Another remarkable difference between the House and women members is revealed in the educational background. Among women, the category of Post-Graduates had been the largest group in two out of nine Lok Sabhas under study and an equally high concentration of Graduates and Post-Graduates in one Lok Sabha.

As noted above, the representation of women in the Lok Sabha has crossed the 10 per cent mark for the first time with 11.01 per cent in the Fifteenth Lok Sabha. Although their number has almost trebled since the First Lok Sabha, their proportionate strength has remained dismal as compared to the world average of 19.7 per cent in 2011. The scenario, however, need not be considered as completely dispiriting as there are convincing reasons for likely change for the better. The commitment to providing an equitable share to women in representative institutions got a boost with the enactment of the 73<sup>rd</sup> and 74<sup>th</sup> Amendments to the Constitution, which provide for reservation of not less than one-third of the total seats in local bodies for women. A Bill has been introduced in the Lok Sabha to increase this form of reservation of seats from one-third to 50 per cent. In the meantime, several States in India have passed their own legislation increasing the quantum of reserved seats for women in local bodies to 50 per cent. Moreover, reservation of not less than one-third seats for women in the Lok Sabha as also in the State Legislative Assemblies, is sought to be made through the Constitution (108<sup>th</sup> Amendment) Bill, 2008, which has been passed in the Rajya Sabha and is now awaiting approval of the Lok Sabha.

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